Central Indiana Transportation and Land Use Vision Plan

"The future mobility needs of all Central Indiana's citizens will be met through a variety of environmentally-sound choices, solution, and policies, and at publicly acceptable costs."

Final Recommendations
January 2000

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EXECUTIVE SUMMARY

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The growth of Central Indiana over the past fifteen years has made a positive impact on many aspects of its diverse communities' and residents' quality of life. With almost 92 percent of residents rating their quality of life as either "good," "very good," or "excellent," the region has demonstrated a robust growth pattern.

However, with the growth has come dramatic increases in traffic congestion and rising concerns for workers' limited mobility, access to jobs, loss of open spaces, and vehicle-based ozone pollution levels that threaten economic growth. These concerns, documented in the *Central Indiana Transportation and Land Use Vision Plan*, pose an ominous threat to sustaining our quality of life as we move into the first quarter of the 21st century. In fact, unless region-wide decisions are made today to address these concerns, they will no doubt choke growth and reduce livability.

Based on projected population and vehicle use growth patterns, it is clear that a major investment in the region's transportation system is on the horizon. Relying on a sound Situation Analysis and broad-based citizen deliberation, the *Vision Plan* asserts that the time has come to re-think Central Indiana's transportation system. Instead of just expanding roadways, Central Indiana should prepare to serve its growing citizenry with a truly multi-modal transportation system designed to reduce congestion and increase mobility for all.

The *Vision Plan* asserts that it is also time to re-think how the region grows and develops. It is clear that our dominant land use patterns and practices are disproportionately exacerbating traffic congestion and reducing air quality as we grow. Central Indiana's communities and counties should plan cooperatively and strategically regarding land use, demonstrating the best possible stewardship of this precious resource.

The *Vision Plan* casts a realistic vision of what Central Indiana should be like by the year 2020. Through it, the future mobility needs of all Central Indiana's citizens will be met through a variety of environmentally-sound choices, solutions, and policies, and at publicly acceptable costs. As the first major transportation and land use study to incorporate the perspectives of citizens of our nine counties at its core, the *Vision Plan* offers both general principles and specific strategies to accomplish this outcome.

The recommendations of the *Vision Plan* should not be confused with "no growth" or "slow growth" development scenarios. Neither should its recommendations be taken as a "green light" for single-agenda advocates. Instead, the *Vision Plan* should be taken as necessary principles and strategies that will sustain quality of life in a region that has, to this point, invested well in its growth and future.

In order for the *Vision Plan* to begin to be realized, inter-community communication and coordination will need to be positively addressed. To achieve the most effective and comprehensively beneficial outcomes for citizens of each Central Indiana community, regional cooperation regarding infrastructure development needs to be a priority.

CHAPTER ONE

PROJECT HISTORY

How does the lack of mobility options for Central Indiana residents impact the region's vitality?

Exploring this question was one of CIRCL's primary charges during its inaugural year in 1997. This issue was deemed the most critical issue currently facing the region. Based on this charge, a CIRCL study committee was formed to review and frame the issue. The issue was framed in the context of land use and its impact on transportation and mobility options. Some of the elements in this issue include current transportation options in the region, mass transit opportunities, land use policies and practices, and perceptions of transit and commuting.

After reviewing the issue, the study committee determined that due to the size of the issue, a separate committee would be formed and a transportation and planning consultant would be hired. In August 1997, a Steering Committee composed of representatives from throughout the region was formed. (For a complete list of the Steering Committee members, see page 73.) This sixty-member committee was charged with working with the selected technical consultant, Parsons Brinckerhoff Quade and Douglas, to analyze the current situation, gather input from the region's citizens, develop potential solutions, and bring those options into a public debate forum.

The Steering Committee contracted with Parsons Brinckerhoff to manage the Situation Analysis and facilitate the Steering Committee's deliberations. The Steering Committee - a diverse cross-section of citizens, government leaders, and county-level representatives - met monthly during the course of the Vision Plan study. Their own deliberations and awareness-raising, consensus-building process paralleled much of what was seen in the public involvement elements of the study. The Steering Committee moved forward on decisions by consensus and reflected remarkable growth in understanding and acting on the information that was processed.

Through the Situation Analysis, the consultant reported the following trends and statistics about the Central Indiana region.

- Traffic volume on portions of I-465 increased 70% between 1987 and 1996.
- Level of service indicators show a majority of the roadway in the Central Indiana region have reached the "near capacity" mark.
- Vehicle Miles Traveled (VMT) and Vehicle Hours Traveled (VHT) outpaced population growth (by nearly half) in the past 10 years.
- The regional population is forecast to increase by 30% from 1990 to 2020.
- VMTs and VHTs are forecast to increase by 69% and 75%, respectively, from 1990 to 2020.

Based on the Situation Analysis, the Central Indiana region is facing critical choices. The choices include three broad options:

- do nothing and maintain the same growth patterns and pace experienced in the last 20 years
- radically restrict growth and development to core centers throughout the region
- develop a regional planning process that accommodates growth while enhancing our mobility

Public Involvement

In order to determine the public's will with regard to these choices, a public involvement plan was developed. This plan, utilizing the expertise of a professional consultant (Thomas P. Miller & Associates), outlined three ways by which to garner public input into the *Vision Plan* project. These elements included public gatherings, a speakers bureau, and a scientific survey.

A series of public gatherings were conducted from October 1997 through December 1998 in each of the nine counties of Central Indiana. These public gatherings were used as a forum for education, discussion, and consensus building. Throughout the process, citizens were asked for their thoughts, ideas, and concerns about various issues such as transportation, land use patterns, mobility options, and economic implications. In total, more than 400 citizens participated in these meetings.

During the course of the project, a speakers bureau was utilized to reach area civic and service clubs, religious-based organizations, neighborhood and community groups, and business organizations. Similar to the public forums, the speakers bureau engaged the participants in discussions about transportation and land use. Through the speakers bureau, more than 300 people participated.

During the Summer of 1998, a survey was conducted by the Indiana University Public Opinion Laboratory. This scientific survey was used to gather input from more than 1,400 residents through the Central Indiana region. Respondents were asked a series of questions related to land use, transportation, mobility, and citizen involvement.

Once all of the input was compiled, the Steering Committee developed a set of preliminary recommendations for enhancing the mobility options of residents in Central Indiana. These recommendations directly correlate to the projected outcomes, or goals, of the *Vision Plan.* These projected outcomes relate to transportation and land use policies, practices, and options for the Central Indiana region.

Seven Point Vision

1. A MULTI-MODAL TRANSPORTATION SYSTEM - The focal point of the *Vision Plan* is a transportation system that integrates good roadways with effective mass transit options to help more citizens travel well in years to come.

2. EASIER ACCESS - Easier access to the places people want most to go will be possible through a variety of transportation alternatives.

3. TRANSIT CORRIDORS DEVELOPMENT - Public transit will be available along existing transportation corridors, origins, and destinations where many Central Indiana residents want to go.

4. MIXED-USE, COMPACT DEVELOPMENT - Neighborhoods will be developed that make walking and biking a more likely way of getting to nearby stores, schools, services, and workplaces.

5. URBAN CENTERS - A benefit of convenient and time-saving transit options will be the enhanced vitality of Central Indiana's urban centers, including downtown Indianapolis and the focal points of Central Indiana cities and towns.

6. OPEN SPACES - Open spaces and farmland—a part of the vital ecology and serene landscape valued for generations—will be creatively preserved as the region grows.

7. INTEGRATION WITH LOCAL PLANS - As the *Vision Plan* is integrated into local planning, citizens throughout Central Indiana will enjoy the benefits of enhanced mobility and sensitive land use.

Supporting Strategies

To support the Seven Point Vision, a series of eleven strategies were chosen based on the information received from residents of the region. These strategies have been categorized into transportation or land use options.

Transportation Strategies	Land Use Strategies
Light Rail (LRT)	Higher Intensity Zoning along Transit Corridors
Park-and-Ride	Mixed-Use, Compact Development Options
Comprehensive Bus Service - Local and Express	Infill/Brownfields Development in Urban Areas
Regional Transit Plan	Preserving Open Spaces/Farmland through Land Trusts
Stable, Adequate Funding Mechanisms	Paths, Lanes, and Sidewalk Options
	Regional Planning with Model Zoning Ordinances

Public Awareness and Education

With the establishment of the preliminary recommendations, the Steering Committee focused on evolving the *Vision Plan* into a living document. Instead of creating a static document, the *Vision Plan* was formatted into an interactive CD-ROM which became the cornerstone of the public awareness and education phase. This phase called for the dissemination of information to the public at large, and it was used as a means for garnering a ground swell of support for alternative mobility options.

Debuted at the ***Mobility 2020*** Conference in April 1999, the CD-ROM was distributed widely throughout the region to help educate the public on the idea of smart growth. At the Conference, attendees learned about the Seven Point Vision and the Eleven Supporting Strategies that make up the Vision Plan. Attendees also discussed transportation and land use options in one of two breakout sessions.

The breakout sessions, *Stewarding Land* and *Traveling Well*, provided an opportunity for Conference participants to discuss specific concerns and ideas related to the Vision Plan. In addition to facilitating these sessions, representatives from the Steering Committee answered questions related to current development practices and policies in Central Indiana as they related to the Seven-Point Vision and Supporting Strategies.

The Conference was capped by a keynote address by Peter Katz, author and Citistates Associates. Katz' presentation vividly depicted how land use and transportation options can impact a region's landscape, vitality, and cohesiveness. Following the presentation, Katz answered audience questions and challenged the participants to actively pursue the principles outlined in the Vision Plan.

In addition to the half-day conference, a speakers bureau was formed to present the information and gather citizen input. The speakers bureau was composed of volunteers from throughout the region interested in participating in this phase of the project. The volunteers made presentations to various civic and services clubs, neighborhood associations, religious-based groups, and business organizations.

The public awareness and education phase ran from April through October 1999. In November, the public opinions were incorporated for approval by the Steering Committee and the CIRCL Board of Directors.

CHAPTER TWO

SITUATION ANALYSIS

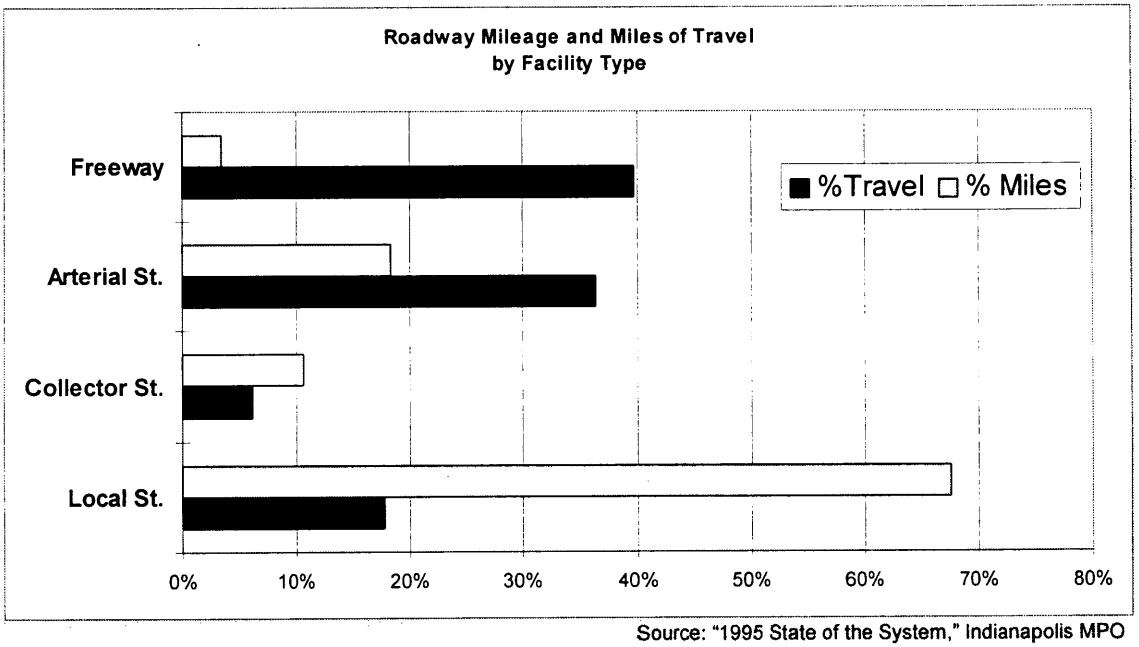
Congestion

The one-million-plus citizens of the Central Indiana region are spending more and more of their valuable time getting from where they are to where they want to be. Serious traffic congestion is getting worse, and projections indicate that the situation will only deteriorate as we move into the next century.

Congestion is already a daily way of life in the northeast corridor linking downtown Indianapolis, the Castleton area, Carmel, Fishers, and Noblesville. During the evening peak period, drivers usually must wait through numerous cycles of the traffic lights to turn left onto 116th Street from I-69. I-465 between I-69 and I-70 can sometimes resemble a parking lot, as does I-70 between I-465 on the eastside and downtown.

And it is not just the interstate system. Keystone Avenue in Marion County and Highways 31 and 431 in southern Hamilton County grow more congested year after year. Eighty-sixth and 82nd Streets are so overburdened that the congestion at the entrance to Keystone at the Crossing has come to symbolize the traffic problems in the northeast corridor.

Regional Roadway System

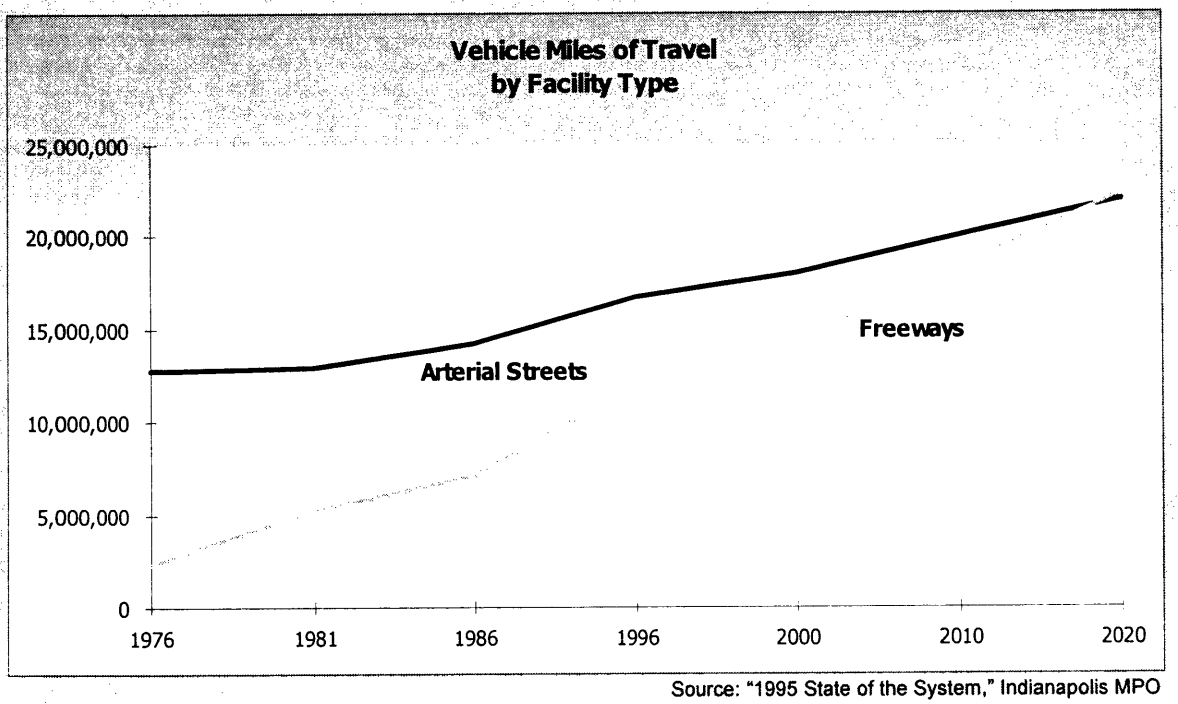


Source: "1995 State of the System," Indianapolis MPO

Facilities within the Indianapolis regional roadway system vary from local streets to freeways. (In this report, freeway is synonymous with interstate highway.) Local streets are intended exclusively for access to adjoining property, with little or no regional (through) traffic. Conversely the freeway system is intended for regional traffic service with no direct access to adjoining property. Arterial streets serve a similar function as freeways, but with lower design standards, and collector streets link the arterial system with the local system.

As in most urbanized areas, freeways are a small part of total system mileage (about three percent in the Indianapolis region), but serve a large proportion of total miles traveled (40 percent in the Indianapolis region).

Growth in Freeway Travel



Source: "1995 State of the System," Indianapolis MPO

From the time the Indianapolis regional interstate system was finished in 1976, freeway traffic has grown at a greater rate than arterial traffic. This is a function of the magnitude and location of area development. Forecasts developed for the 1995 Regional Transportation Plan update indicate that the trend towards greater reliance on the interstate system will continue. Most of the emerging high growth areas in the region rely on interstate highways for access to jobs and activity centers in Indianapolis.

But of course, although the northeast corridor exhibits the worst congestion today, it is not the only problem area in the region. I-65, both north and south of downtown Indianapolis are often seriously congested, as is 38th Street east of I-465. In Hendricks County, traffic often moves at a snail's pace on Rockville Road (U.S. 36).

Those and many other examples from around the region paint an increasingly grim picture of life in the slow lane. And so do the numbers.

At many points on I-465, volume increased more than 70 percent between 1987 and 1996. For example, at U.S. 36 on the westside, traffic rose from 92,000 vehicles per day to 139,000, a 51 percent increase. At U.S. 36/S.R. 67, the busiest section of I-465, volume went from 91,000 per day to 161,000, up by 79 percent. That increase means that on average an *additional* 2,900 vehicles travel the road each hour of the day, and that in turn, translates into an extra 49 vehicles per minute. And obviously since more of the new traffic will use the highway at 4:00 p.m., rather than 4:00 a.m., those figures tend to understate the seriousness of the problem.

How Bad Is It?

A standard measure of congestion is Level of Service (LOS). Letter "grades" are assigned to highway sections, with "A" being the least congested — a situation in which all traffic can flow easily at (or usually above) posted speed limits — to "F," where traffic moves in a stop-and-go fashion.

The following graphs illustrate traffic growth since the early 1970s (just prior to interstates). The changing levels of service are presented against three reference points, based on the current number of lanes at each location:

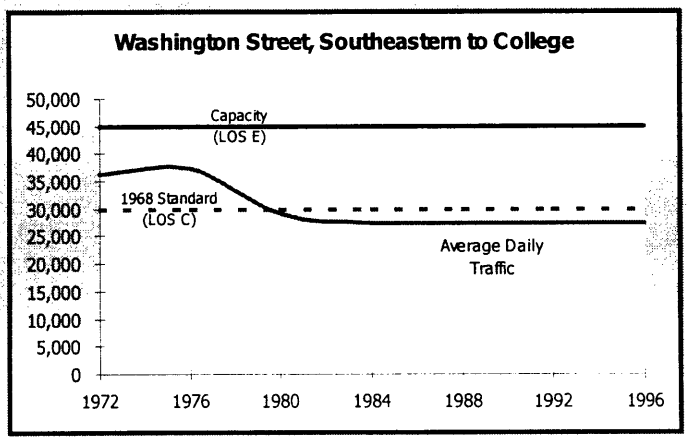
1968 Standard - The first regional land-use and thoroughfare plan, completed in 1968, established "Level of Service C" as the minimum acceptable standard for area roadways. Although drivers would feel some restriction in their freedom to select their own speed or pass other vehicles, overall operating speeds are not significantly restricted.

1995 Standard - The 1995 Regional Transportation Plan used "Level of Service E" as the standard of measure for system performance. This service level represents operations at lower operating speeds, typically, but not always, in the neighborhood of 30 miles per hour, with volumes at or near the capacity of the highway.

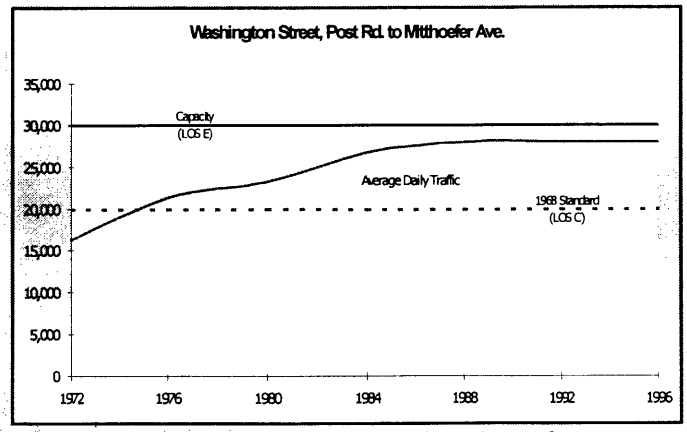
Ultimate Capacity - This reference point is not intended as a "standard." Rather, it provides a theoretical estimate of the maximum number of vehicles which might use a facility under ideal conditions. (Since conditions are not ideal anywhere on the system, it is unlikely that any section will actually reach this value.) Service would be poor, with speeds reduced substantially and frequent stoppages.

Prior to the interstate system, the busiest roadways in the area were in the downtown area, where arterial streets were relied on for through and regional travel in addition to access to downtown activity centers. For instance, the busiest roadway section in Indianapolis in 1964 was Madison Avenue just south of downtown, serving 45,000 vehicles per day. Similar traffic volumes existed on Meridian Street, Washington Street, and other major arterials.

A review of traffic levels on Washington Street between 1972 and 1996 illustrates the impact of the interstate system downtown. Whereas traffic volumes (and congestion) were high during the 1970s, they fell to acceptable levels after I-70 was completed and have never returned to the former high levels.



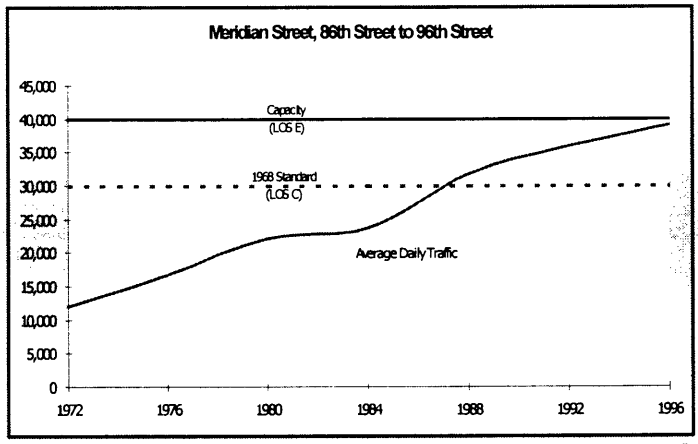
Source: "ADT for Major Streets," Indianapolis Department of Capital Asset Management



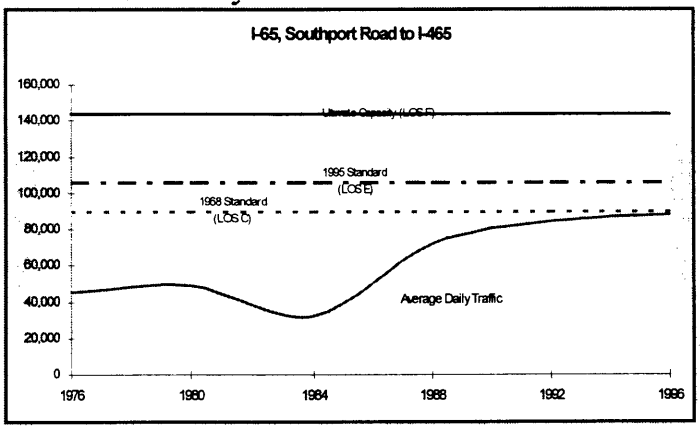
Source: "ADT for Major Streets," Indianapolis Department of Capital Asset Management

Further east (outside I-465), the traffic growth pattern of Washington Street differs significantly from that downtown. A high growth rate is indicated between Post and Mitthoefer, consistent with most roadways on the fringe or outside Marion County. This reflects the pattern of land-use development during the period.

Meridian Street has not had a parallel freeway north of downtown, although many people go far out of their way to use interstate highways to avoid Meridian Street between the Carmel area and downtown Indianapolis. Meridian Street traffic through the north side of Indianapolis has grown steadily since the early 1970s. Meridian Street exhibits an even higher growth rate closer to I-465, similar to other arterial streets near I-465 and the outer edges of Marion County.



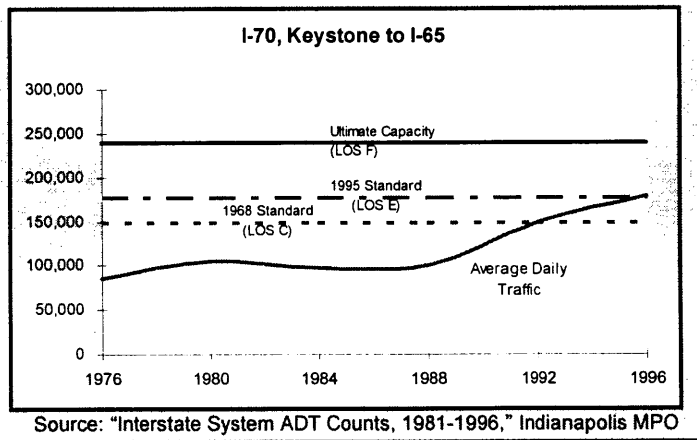
Source: "Highway Traffic Statistics, 1998 Publication," Indiana Department of Transportation



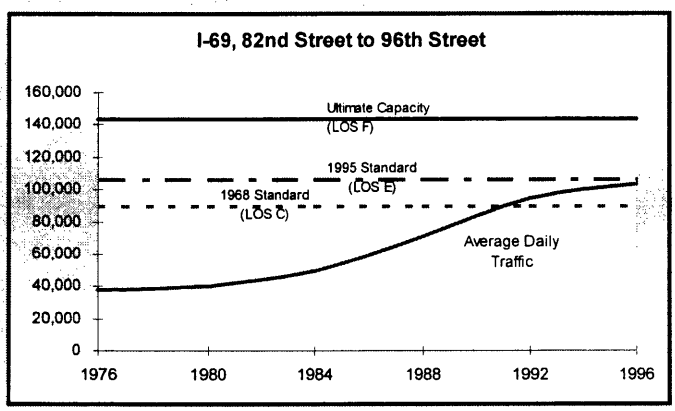
Source: "Interstate System ADT Counts, 1981-1996," Indianapolis MPO

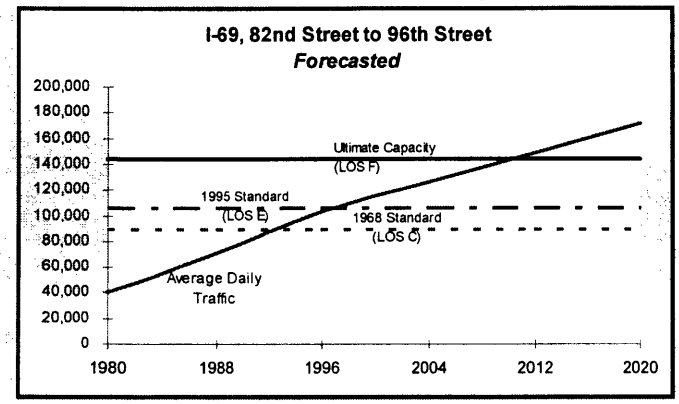
Many segments of the interstate system continue to provide good service, prompting some motorists to wonder why there is a concern for future congestion in the region. For example, I-65 offers a good level of service south of I-465 although a steady upward trend in traffic volumes is apparent.

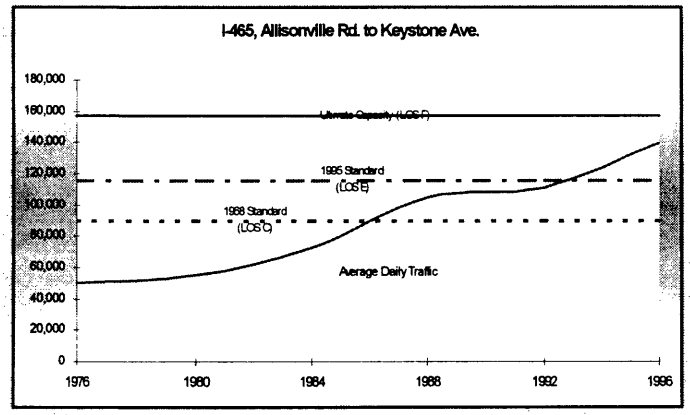
Conditions on I-70 east of downtown are less favorable. The highest roadway volume in the region (and the state of Indiana) is between Keystone Avenue and I-65, almost 180,000 vehicles per day. Even though this section was widened to 10 lanes in the late 1980s, the roadway is operating near capacity, and traffic volumes are still growing.

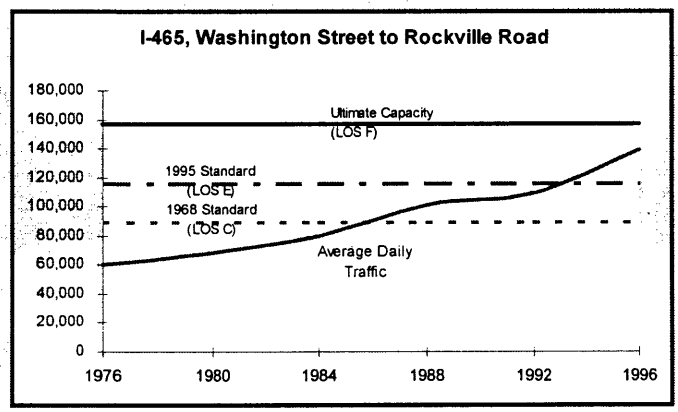


Source: "Interstate System ADT Counts, 1981-1996," Indianapolis MPO









Source: "Interstate System ADT Counts, 1981-1996," Indianapolis MPO

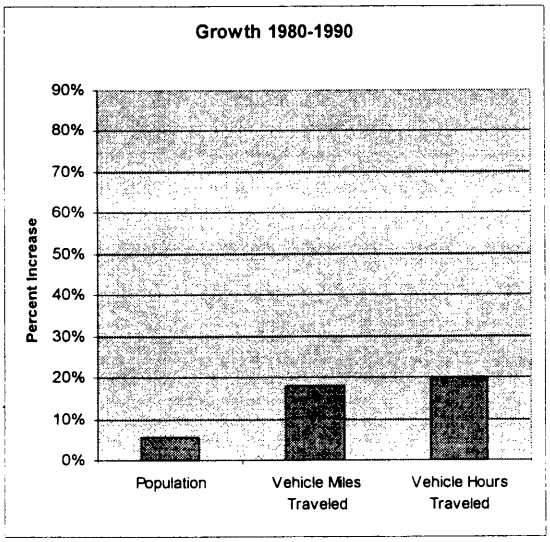
Some of the region's worst traffic conditions are on I-69 just north of I-465. The system is operating at or near capacity during peak periods, and trend lines (and nearby development) suggest that conditions will soon become worse. In fact, a recent study by the Indiana Department of Transportation (INDOT) predicted a 70 percent increase in traffic demand during the next 25 years on I-69 north of 82nd Street. Forecasts indicate that demand on this section could exceed the theoretical ultimate capacity of a six-lane section in less than ten years.

The I-465 "beltway" is working well in some places, such as on the northwest side and the southeast side, which have experienced growth, but are still operating at tolerable service levels. However, conditions in the northeast quadrant of this interstate are severely congested. Between Allisonville Road and Keystone Avenue, for example, the roadway is exceeding level of service E. Bottlenecks occur daily and the trend lines, fueled by nearby development, indicate that conditions will worsen.

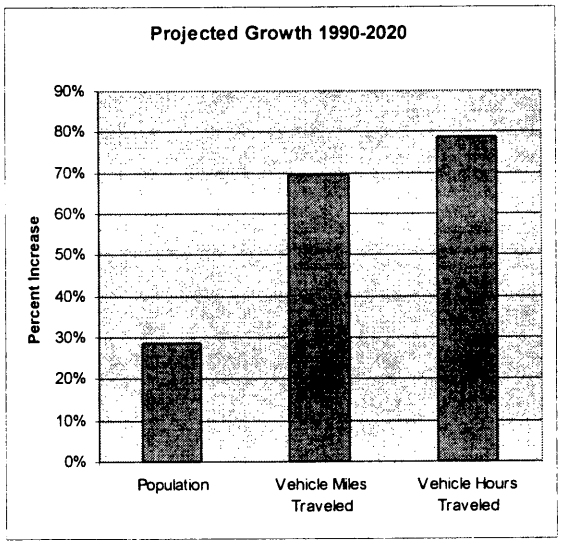
Finally, an emerging problem area is I-465 on the west side of Indianapolis. Existing traffic volumes exceed level of service E capacity now, and the roadway is quickly approaching the limit for a six lane freeway. Although worst near the airport, this congestion extends from I-70 to 38th Street.

These trends suggest that while congestion is most serious in the northeast corridor, the problem will spread to other parts of the region. Prime candidates include the I-65/ Madison/Meridian corridor south into Johnson County and the I-70/U.S. 40/U.S. 36 corridor into Hendricks County.

Population versus Travel Trends 1980 to 2020

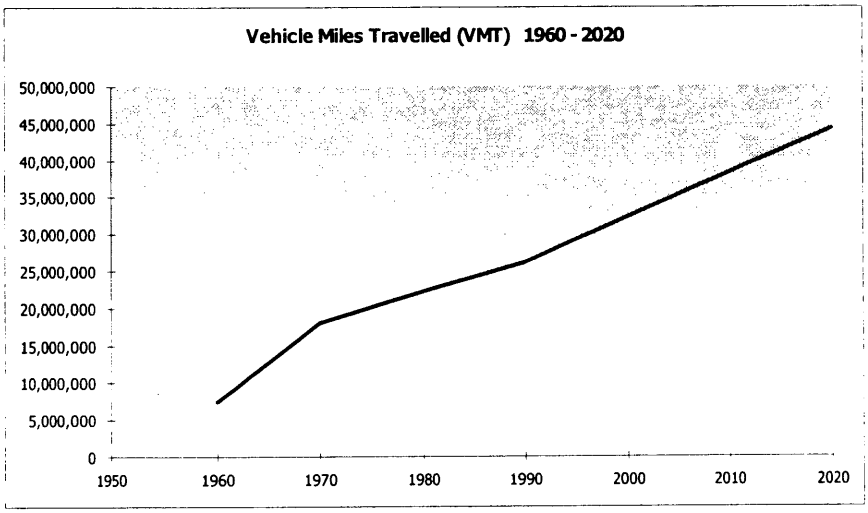


Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995



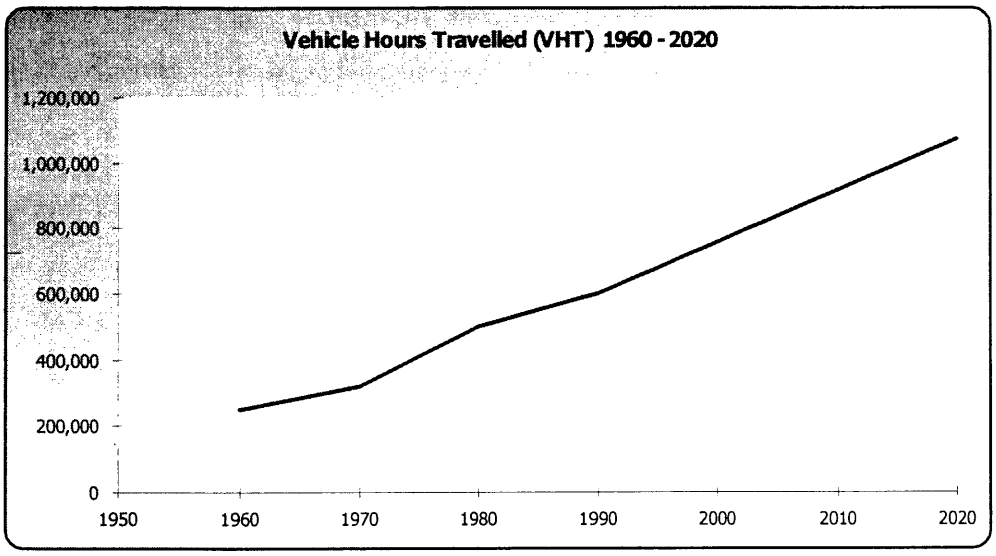
Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995

Another way to look at the numbers is to examine forecasts for growth in the Indianapolis urbanized area, which is defined as Marion County plus the more developed adjacent parts of neighboring counties. Between 1990 and 2020, forecast growth for vehicle use far exceeds that for population and employment gains. (See graphs above.) Vehicle use (primarily cars) is typically measured by daily vehicle miles of travel (VMTs) and daily vehicle hours of travel (VHTs). For the urbanized area, VMTs are expected to increase 69 percent during the 1990-2020 period, with VHTs rising by 75 percent. Those increases contrast sharply with projected growth in population, up 31 percent, and employment, up 44 percent. Obviously, and quite simply, this translates into a lot more cars on the roads.



Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995

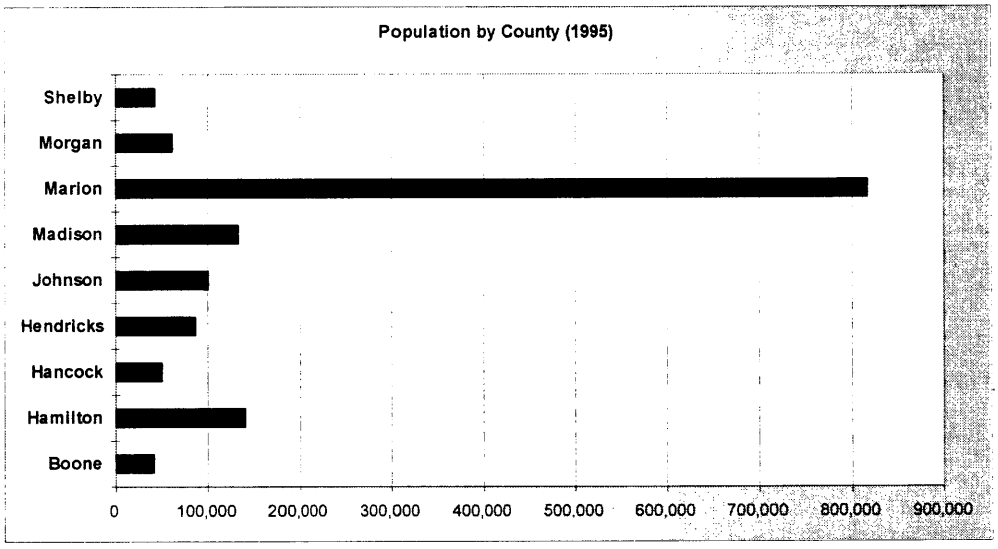
On a regional basis, traffic movements have been increasing steadily since World War II. This is reflected in VMT growth on the system, shown at the left. Forecasts for the regional transportation plan indicate that the historic growth in VMT's is likely to continue due to dispersed development in the region.



Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995

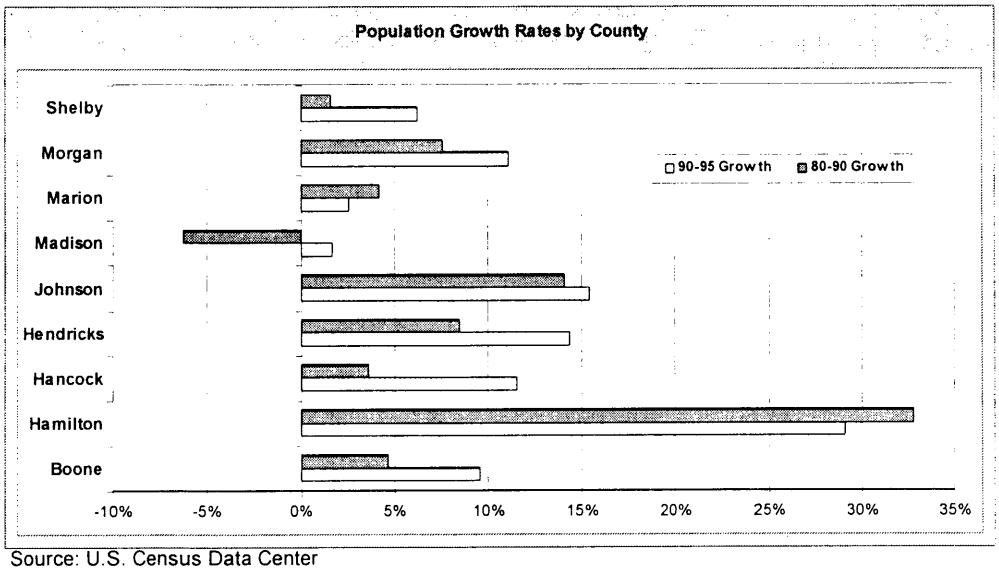
Another measure used to describe areawide travel characteristics is vehicle-hours of travel (VHT's). Vehicle-hours provide a measure of the total time for travel by all users of the system on a typical day. They are useful in reviewing travel since they are influenced by congestion levels in addition to the number and length of trips. As shown above, historic increases in vehicle-hours of travel are expected to continue as trips become longer on a more congested system.

As the exhibit on the right indicates, Marion County is by far the most heavily populated in the nine-county region, with a total population of 1.5 million in 1995.



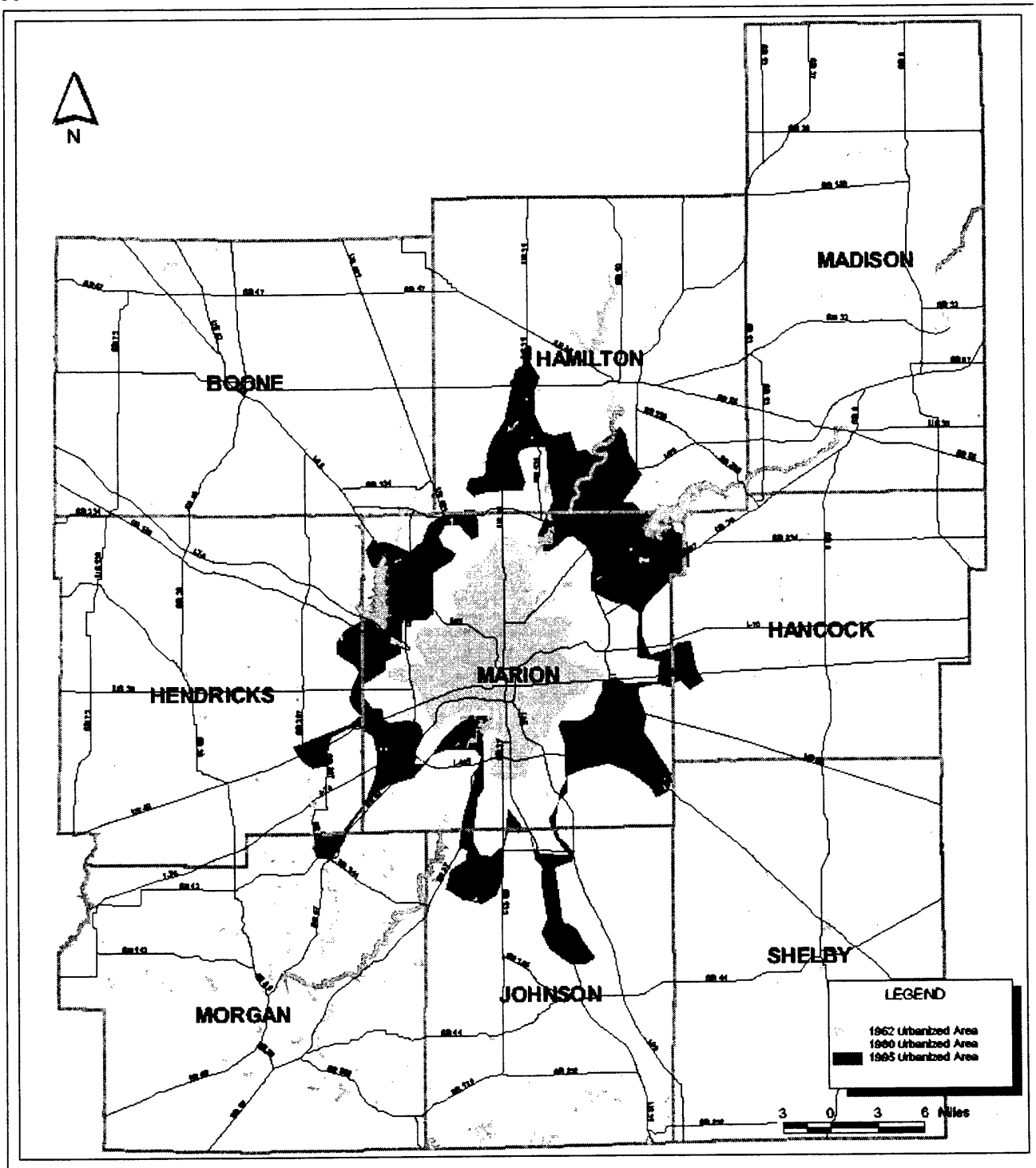
Source: U.S. Census Data Center

However, population *growth* is concentrated in the counties surrounding Marion County with predictable impact on the region's highway network. (See exhibit below.) Hamilton County's population grew 42 percent between 1990 and 1997 (109,000 to 155,000). This made it the fastest growing county in Indiana, ranking it number 36 of the nation's 3,142 counties. In addition, both Hendricks and Johnson Counties ranked among the top 10 percent of all U.S. counties in terms of population growth. Hendricks grew 22 percent (number two in Indiana, number 258 nationwide), while Johnson grew 21 percent (numbers three and 274).



Source: U.S. Census Data Center

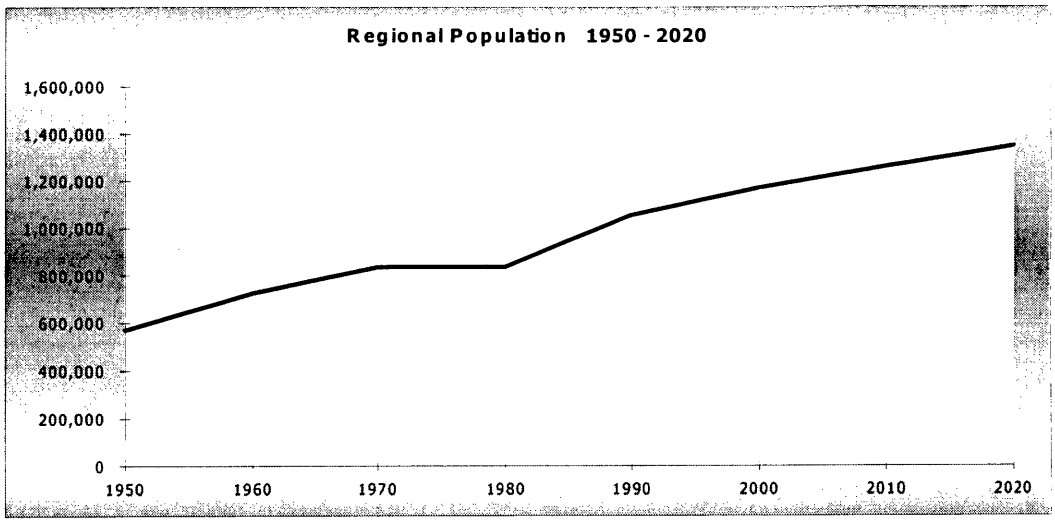
As a result of population growth *and* a predominant low-density development pattern, the urbanized area of the Indianapolis region has grown significantly since World War II. The exhibit below illustrates the extent of urbanization of the Indianapolis area. Note the rapid development toward the northeast, and the urbanization along major highways such as I-65 into Johnson County and U.S. 40 into Hendricks County. Current trends suggest that, in the absence of new initiatives for change, this pattern will continue.



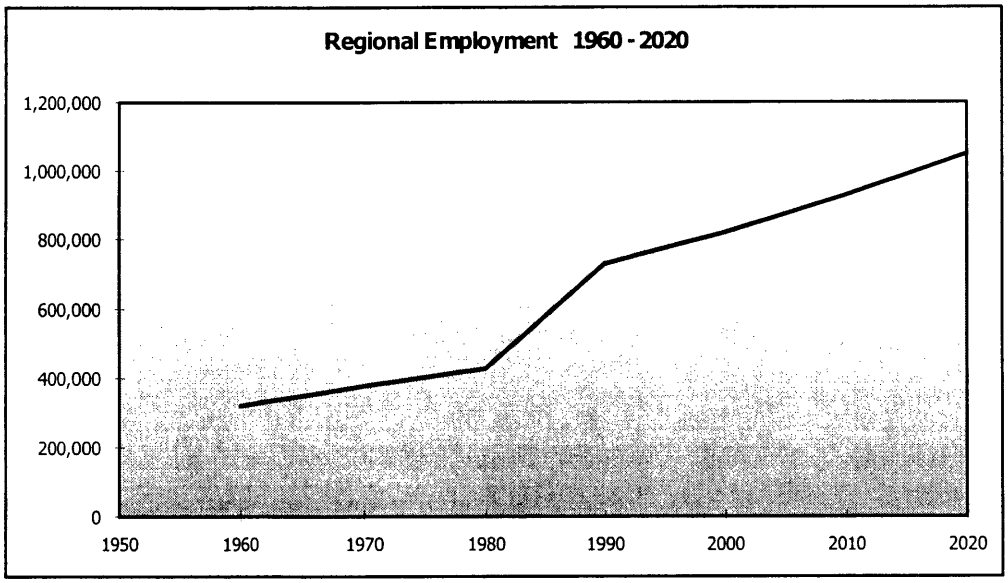
Source: HNTB Corporation

Historic Growth of the Indianapolis Urbanized Area

On a regional basis, demographic trends for the study area indicate steady growth in both population (right) and employment (below). Each of these measures suggests a healthy economy and desirable quality of life within the region.



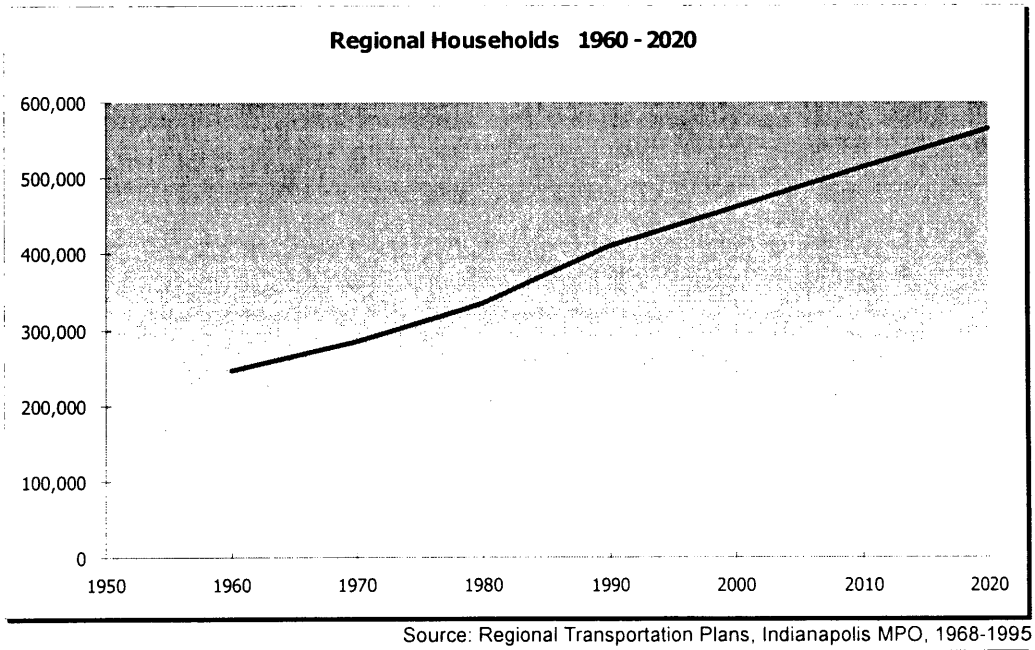
Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995



Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995

As shown below, the number of households in the region has grown at a greater rate than population since 1970. This is consistent with national trends of smaller family size and a larger number of single parent households. This measure is particularly relevant for transportation planning since households and employment are the primary determinants of the frequency and length of regional trips.

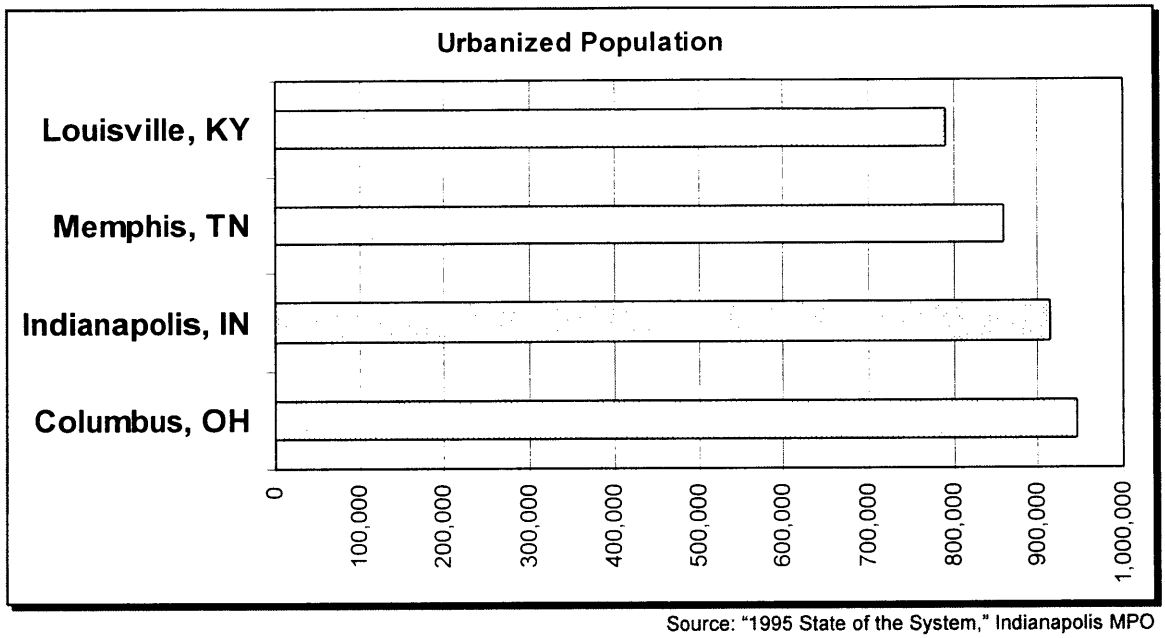
As in most metropolitan areas of the United States, growth since World War II has been at a much lower density than in earlier periods, responding to the mobility offered by the automobile. As a result, the region is characterized by decreasing density in outlying areas surrounding the older urban centers.



Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995

Central Indiana versus Other Regions

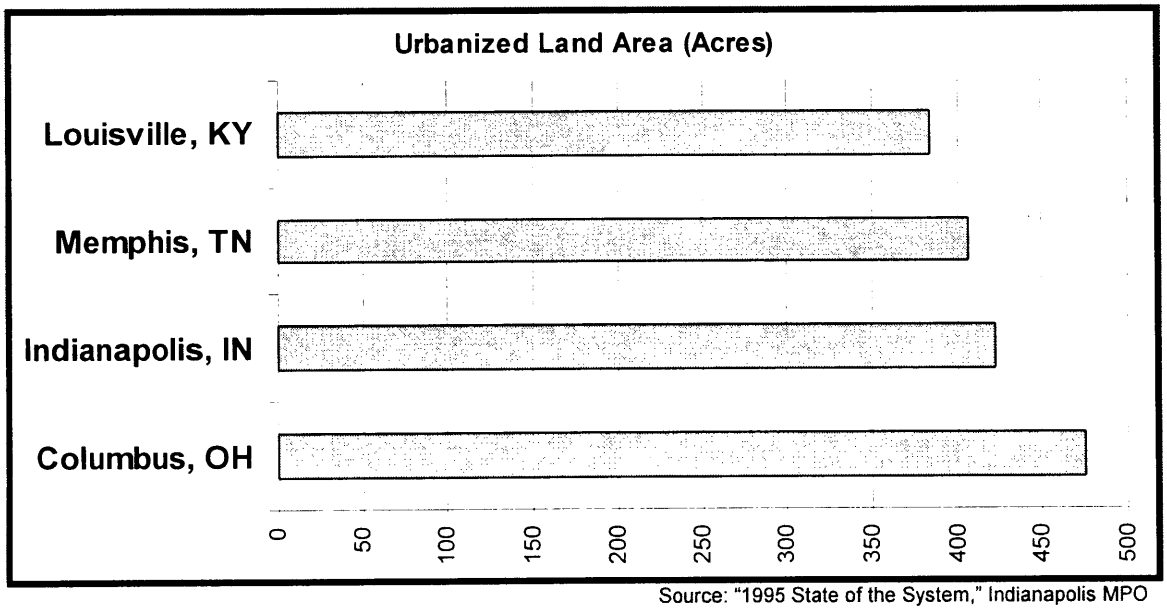
Information in this chapter indicates that the development patterns of the Indianapolis region have been greatly influenced by an almost exclusive reliance on the automobile to meet regional transportation needs. Urbanized land area, population distribution, residential densities, and growth rates have all been affected, particularly after the completion of the interstate system.



Source: "1995 State of the System," Indianapolis MPO

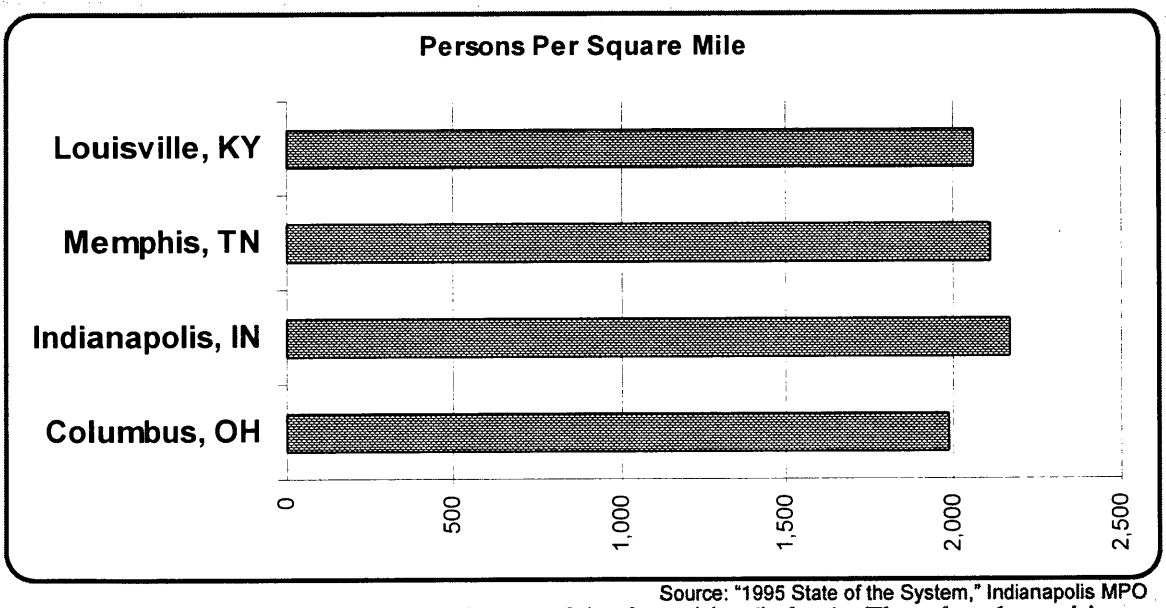
How typical is Indianapolis with respect to these trends? One way of answering this question is to make comparisons with similar cities. The exhibit above shows the populations of Louisville, Memphis, Columbus (Ohio), and Indianapolis. As the graph shows, the four cities are similar in population.

Urbanized land area (below) is similar for the four cities and varies in direct proportion to urbanized population, with Columbus the largest and Louisville the smallest.



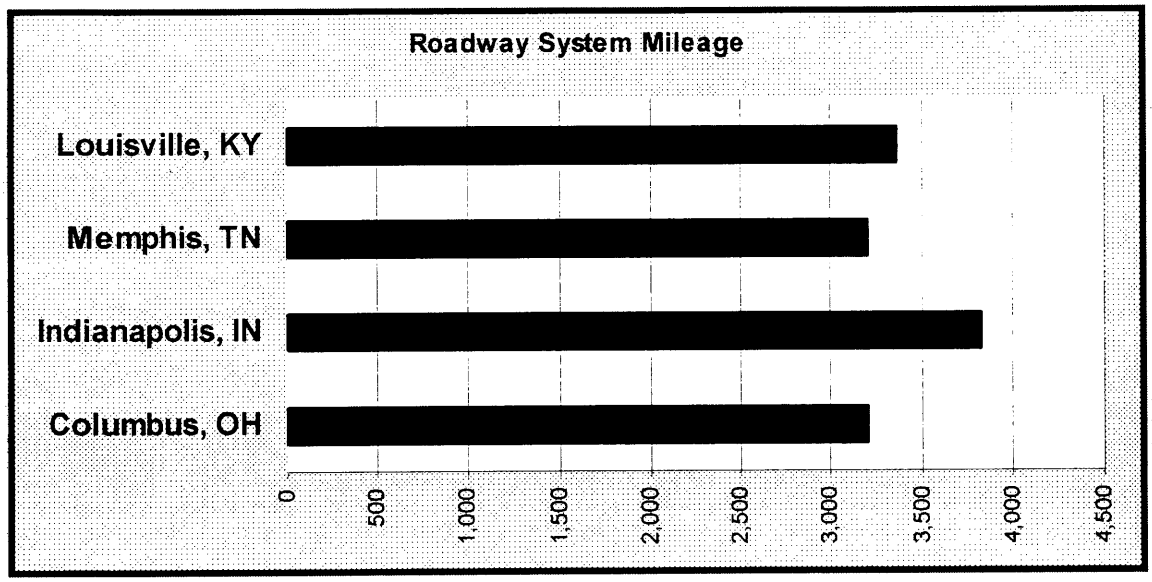
Source: "1995 State of the System," Indianapolis MPO

Densities of the four cities are very similar. (See exhibit below.) Indianapolis density is slightly higher than the others, but the difference is not very significant. All four cities exhibit similar characteristics with respect to low density development near the perimeter of the older urbanized area.



Source: "1995 State of the System," Indianapolis MPO

Indianapolis has the highest roadway mileage of the four cities (below). The other three cities are very similar with 3,200 to 3,300 miles. Indianapolis is about 15 percent higher with more than 3,800 miles of roadway. One of the reasons for this difference is the greater number of interstate highways passing through Indianapolis.



Source: "1995 State of the System," Indianapolis MPO

These statistics show that Indianapolis is not unique in its growth patterns. Overall, there is little difference between the demographic characteristics of Indianapolis and other midwestern cities. The factors which have contributed to urban sprawl since World War II (more automobiles, more roads, low suburban densities, and related public policies) exist throughout the United States.

Costs

Automobile travel and the congestion that results from rapidly growing amounts of it are quite expensive. Obviously more trips and longer trips mean greater direct expenses for drivers in terms of gasoline, maintenance, depreciation, and – as more traffic leads to more accidents – insurance.

Possibly even more important is the cost of people's time. People tend to value time (especially their own) pretty highly, and time spent sitting in traffic is usually seen as time wasted. In fact, the value or cost of time is so important that it is a key factor used to measure the relative effectiveness of alternative transportation projects. So in measuring time savings, the federal government sets a guideline for the value of an hour of someone's time, currently $11.80. In addition, the Internal Revenue Service has a standard per-mile cost for operating a car, now 32.5 cents.

One can – and many people do – argue with these figures. (The mileage cost is almost universally thought to be low.) Still, they can be used to help give citizens a general sense of the overall direct cost (time plus auto operation) of vehicular travel in the urbanized area – and of the potential savings that could result from a lower rate of growth in vehicular use.

Current Forecast of Travel Costs: According to current forecasts of population and travel patterns, the annual cost of travel in the Indianapolis urbanized area will rise from $4.8 billion to $8.3 billion (in 1998 dollars) between 1990 and 2020

	1990	2020	% increase
Population	1,030,000	1,350,000	31%
Average Weekday Vehicle Hours of Travel	600,000	1,050,000	75%
Total Daily Value of Weekday Travel Time	$7.1 million	$12.4 million	75%
Total Annual Value of Travel Time	$2.2 billion	$3.8 billion	75%

	1990	2020	% increase
Population	1,030,000	1,350,000	31%
Average Weekday Vehicle Miles of Travel	26,192,580	44,369,420	69%
Daily Operating Cost of Weekday Travel	$8.5 million	$14.4 million	69%
Total Annual Value of Vehicle Operating Costs	$2.6 billion	$4.4 billion	69%
Total Annual Cost of Weekday Travel	$4.8 billion	$8.3 billion	

Travel Costs if Automobile Usage Increases at the Same Rate as Population: If vehicle hours traveled (VHTs) and vehicle miles traveled (VMTs) increase at the same rate as population (31%), total travel costs will increase to only $6.3 billion -- a savings of $2 billion per year, or about $1,450 per capita.

	1990	2020	% increase
Population	1,030,000	1,350,000	31%
Average Weekday Vehicle Hours of Travel	600,000	786,000	31%
Total Daily Value of Weekday Travel Time	$7.1 million	$9.3 million	31%
Total Annual Value of Travel Time	$2.2 billion	$2.9 billion	31%
Travel Time Savings vs. Current Projections		**$1.0 billion**	

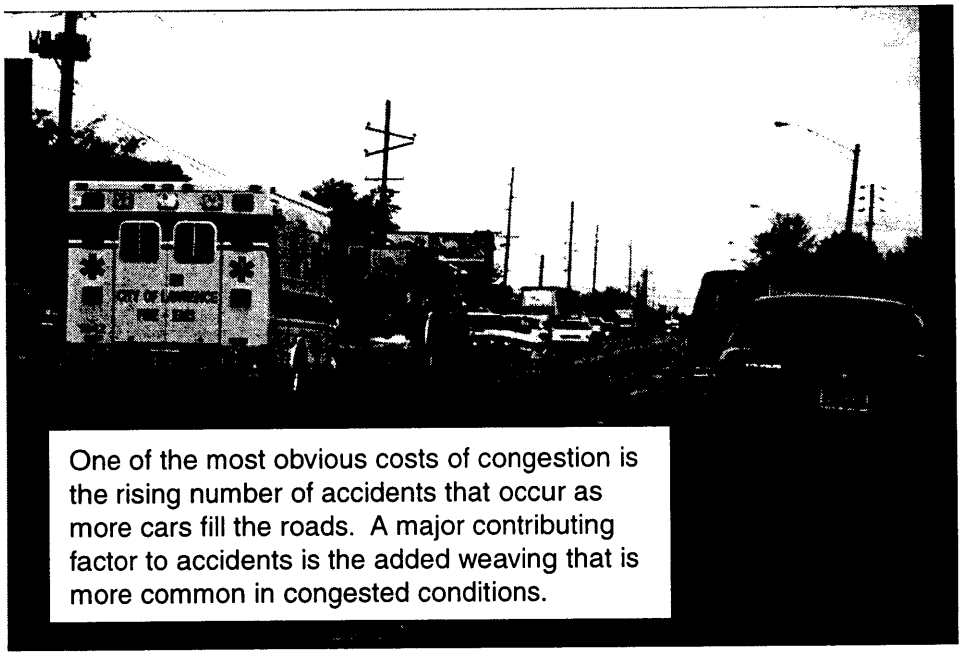
	1990	2020	% increase
Population	1,030,000	1,350,000	31%
Average Weekday Vehicle Miles of Travel	26,192,580	34,312,280	31%
Daily Operating Cost of Weekday Travel	$8.5 million	$11.2 million	31%
Total Annual Value of Vehicle Operating Costs	$2.6 billion	$3.4 billion	31%
Operating Cost Savings vs. Current Projections		**$1.0 billion**	
Total Annual Cost of Travel	$4.8 billion	$6.3 billion	31%
Total Annual Travel Cost Savings vs. Current Projections		**$2.0 billion**	

The table on the previous page uses forecasted growth in population, VHTs, and VMTs, to calculate the cost (in current dollars) of travel time in 1990 and 2020. In 1990, the total daily value of weekday travel time amounted to $7.1 million, an estimated $2.2 billion per year. (Annual figures were calculated assuming that holidays and weekend days see only half of the VHTs and VMTs of an average weekday.) By 2020, the value of travel time increases to $12.4 million per day and $3.8 billion per year (about $2,800 per capita vs. $2,100 per capita in 1990).

Similar calculations for the cost of vehicle operation yield daily and annual travel cost figures of $8.5 million and $2.6 billion in 1990, rising to $14.4 million and $4.4 billion in 2020. The per-capita annual figures are $2,500 in 1990, rising to $3,300 in 2020.

In total, the annual cost of vehicular travel in 1990 was approximately $4.8 billion ($4,700 per capita) and is expected to rise to $8.3 billion in 2020 ($6,100 per capita). (By comparison, the Indianapolis transit system's current annual operating budget is $28 million which is less than three dollars per capita.)

As has been discussed, VHTs and VMTs are expected to increase much faster than population over the 1990-2020 period. The lower half of the table (on the previous page) shows what could be saved if they increased at the same rate as population, 31 percent. The total yearly savings by 2020 would amount to $2.0 billion, half in time and half in operating costs. (The yearly operating cost of the entire public transportation system in the Chicago region is less than $2 billion.)



One of the most obvious costs of congestion is the rising number of accidents that occur as more cars fill the roads. A major contributing factor to accidents is the added weaving that is more common in congested conditions.

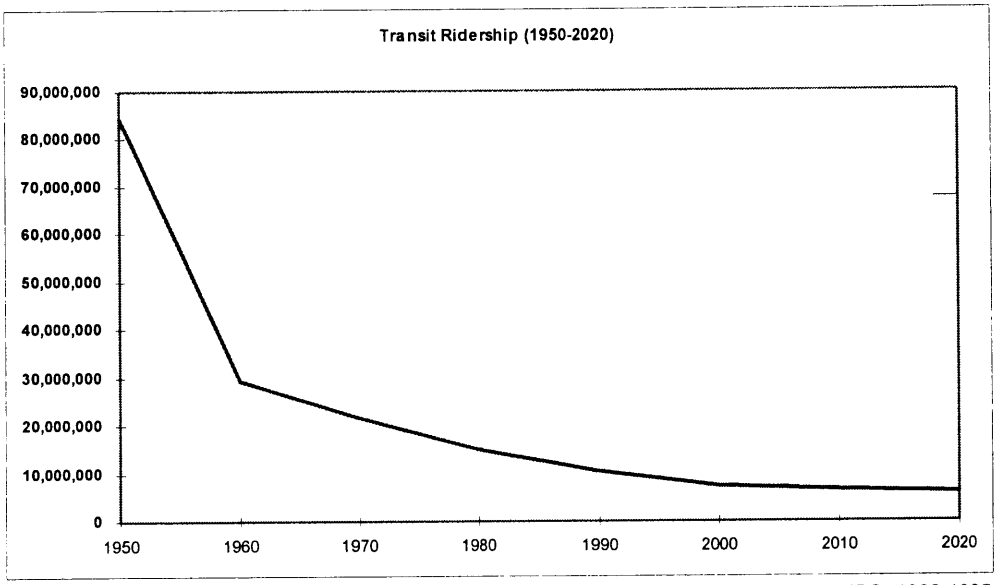
There are other costs which are also important but not as easy to quantify – which may be a relief given all of the numbers in the foregoing paragraphs. Among the most important is the threat to air quality posed by vehicular emissions. The Indianapolis region could possibly be redesignated by the federal government as an ozone non-attainment area, which means that ozone levels are dangerously high, posing a health hazard to the region's citizens. Non-attainment areas face the imposition of mandatory pollution controls. Given the sources of the problem, primarily cars and factories, the controls could negatively impact the region's ability to develop economically.

A second threat to the region's economy posed by increasing congestion stems from the basic fact that as more autos clog the roadways it becomes more difficult for trucks to move around. It is more difficult and it takes longer. Since in business, time really *is* money, an area that is increasingly congested is one that is a decreasingly attractive place to locate a business.

From the average citizen's standpoint, growing volumes of traffic often add up to a threat to the overall quality of life, a day-to-day pain in the neck. Often some of the very factors that attracted people to their communities, such as ease of mobility, can change dramatically as more and more time is spent driving – and not driving very fast at that.

Transit

Indianapolis has a rich history in transit use. Prior to motor buses, the region was served by an extensive regional system of trolleys and interurban lines. Ridership declined significantly after World War II. As shown at right, nearly 85 million trips per year were served in 1950, compared with just over 10 million trips today.



Source: Regional Transportation Plans, Indianapolis MPO, 1968-1995

Although there are three transit systems in the region (see box below), Indianapolis' IndyGo/Metro system is the only one that could be considered a *major* transportation operation, carrying more than 97 percent of the total regional transit ridership.

Regional Transit Systems

There are three transit systems in the nine-county area, providing service to Marion and Madison counties, with some service to Greenwood (Johnson County).

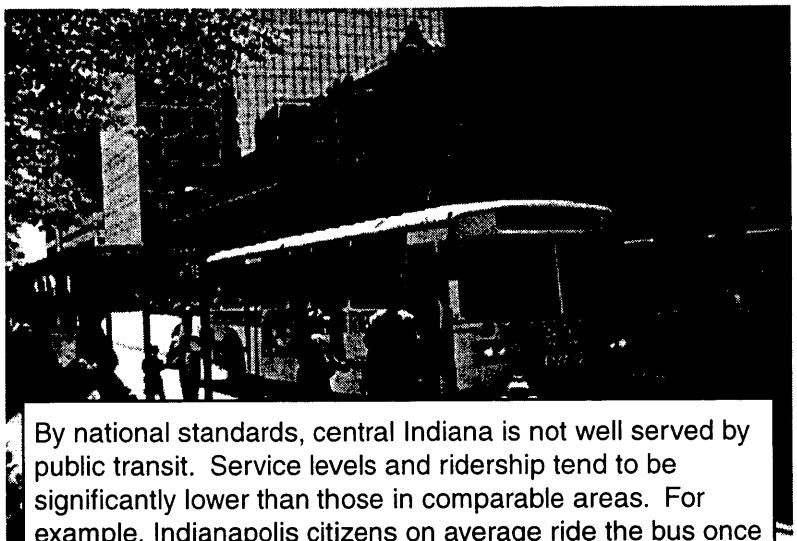
- IndyGo/Metro system serves Marion County and a few locations just south of the Johnson County border
- CATS, the City of Anderson Transit System, serves passengers within the Anderson City limits
- TRAM, Transportation for Rural Areas of Madison County, operates a door-to-door call-in transit service for the areas of Madison county outside the City of Anderson

	Number of Buses	1996 Ridership	1996 Fare Revenue	Population of Areas Served
IndyGo	182	10,003,241	7,149,697	914,761
CATS	12	256,492	92,126	59,549
TRAM	11	16,863	50,589	56,632
TOTAL	205	10,276,596	7,292,412	1,030,942

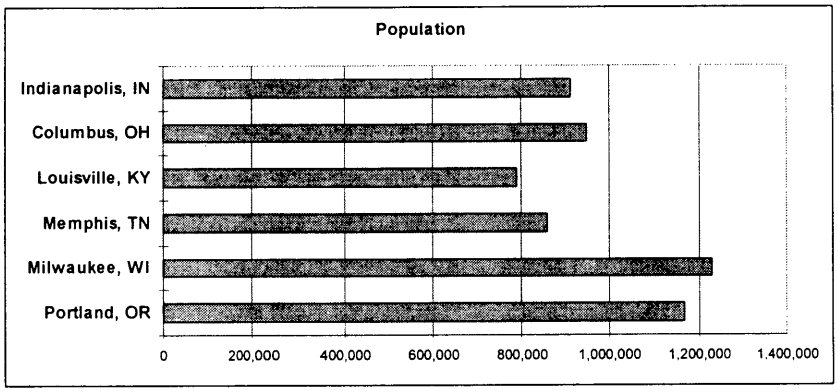
Using the Census estimate of the nine-county area's total 1996 population, approximately 69 percent of the region's 1,486,136 residents have some access to transit.

IndyGo ridership has been stable since 1993, but is still about two-thirds of ridership levels in the early 1980s.

Ridership on the CATS system rose in 1994, and then decreased in 1995 and 1996 to below the 1993 ridership level. It is believed that the increase in Anderson's Nifty-Lift service, a demand-response service for the elderly and disabled, may be largely responsible for the decrease in passenger trips on the fixed-route system. The small TRAM system has seen ridership growing by four to five percent per year over the past few years.

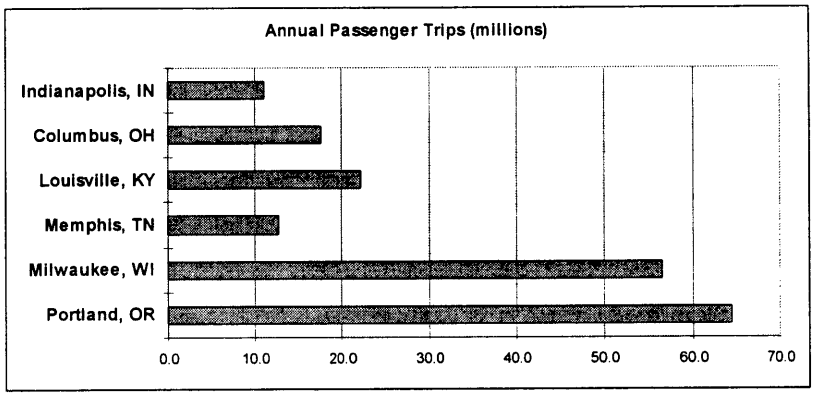


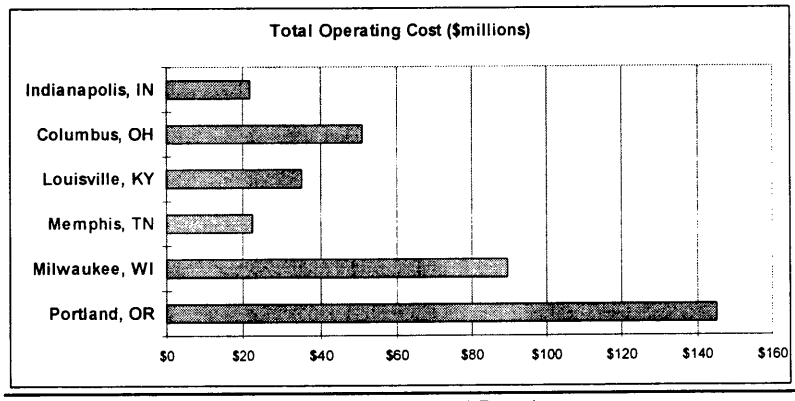
By national standards, central Indiana is not well served by public transit. Service levels and ridership tend to be significantly lower than those in comparable areas. For example, Indianapolis citizens on average ride the bus once a month; in Portland, Oregon, the number is once a week.



In terms of population, Indianapolis is comparable to Milwaukee, Memphis, Portland, Columbus, and Louisville. (See exhibit left.) Portland has a light rail-based system with supporting land use policies. Milwaukee has a bus system that is much more extensive than Indianapolis', and systems in Louisville, Columbus, and Memphis are similar to Indianapolis' system.

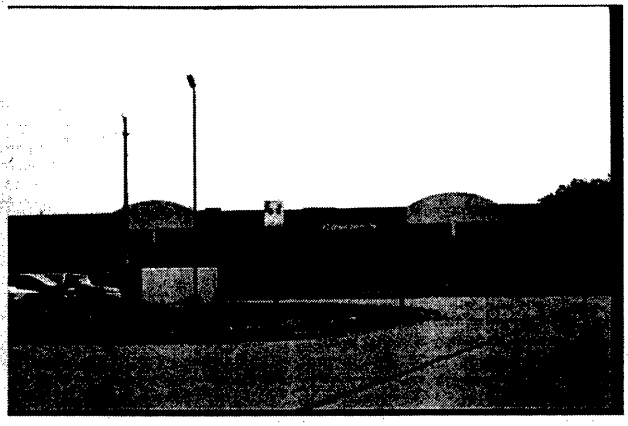
As the exhibit on the right indicates, ridership on the Indianapolis system is far below that in Portland and Milwaukee, and even beneath that of such other midwestern cities as Columbus, Louisville, and Memphis.

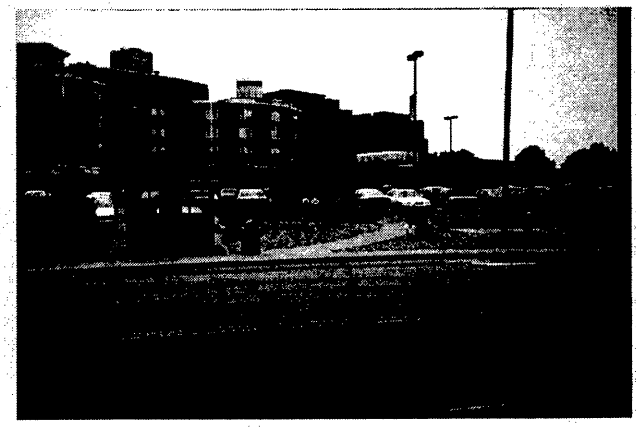




However, as the exhibit on the left shows, the Indianapolis system is also much less expensive than those in comparable regions. In transit you *do* tend to get what you pay for.

Source: Transit Operating Statistics, Federal Transit Administration, 1995





Not surprisingly, the type of facilities at bus stops, as well as access routes leading from the stops to origins and destinations, can have big impacts on bus ridership. For example, the stop in Park 100 on the northwest side of Indianapolis (left) provides no shelter and there are no sidewalks connecting the stop to the numerous businesses in the development. On the other hand, the stop at the Community Hospital (right) features both a shelter and a short walkway leading directly into the hospital.

One of the reasons for low transit usage may be that the region has not made it a priority to attract new riders. The mission of all three of the area transit systems is largely focused on providing service to the transit-dependent. The stated priorities for public transportation in Indianapolis, for example, are:

- Provide the most rides for the money available.
- Provide service in a balanced geographic fashion so that all areas of the community receive a return for their investment in public transportation.
- Cause public transportation to contribute to a vibrant, competitive downtown by improving service quality and promoting the system.
- Establish a service culture focused on passengers.

There is no clear goal to decrease dependence on the private automobile or to reduce roadway congestion and air pollution by increasing the percentage of trips in the region that are made using transit.

The Indianapolis-Marion County Office of Mobility Management assists commuters who wish to carpool by providing a Ride Matching service. Interested drivers who live and work near one another and who share similar working hours are brought together in the hope that a successful carpooling arrangement can be worked out. Some local employers also provide ride-matching services to supplement the informal matching that goes on in the workplace.

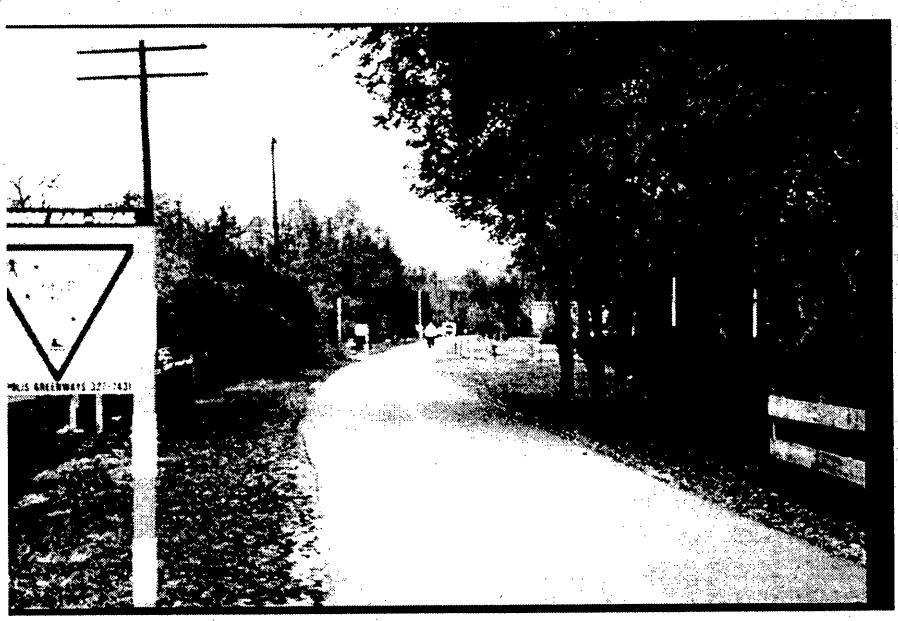
Carpooling is becoming more difficult nationally due to the increase in flexible work schedules, and in the number of two-income families who tend to run errands on the way to and from work (for example, pick-up and drop off for day care arrangements). There are currently no High-Occupancy Vehicle (HOV) lanes in the nine-county area to encourage ride-sharing. HOV lanes are highway lanes reserved solely for buses and cars with two or more occupants.

Bicycle and Pedestrian Facilities

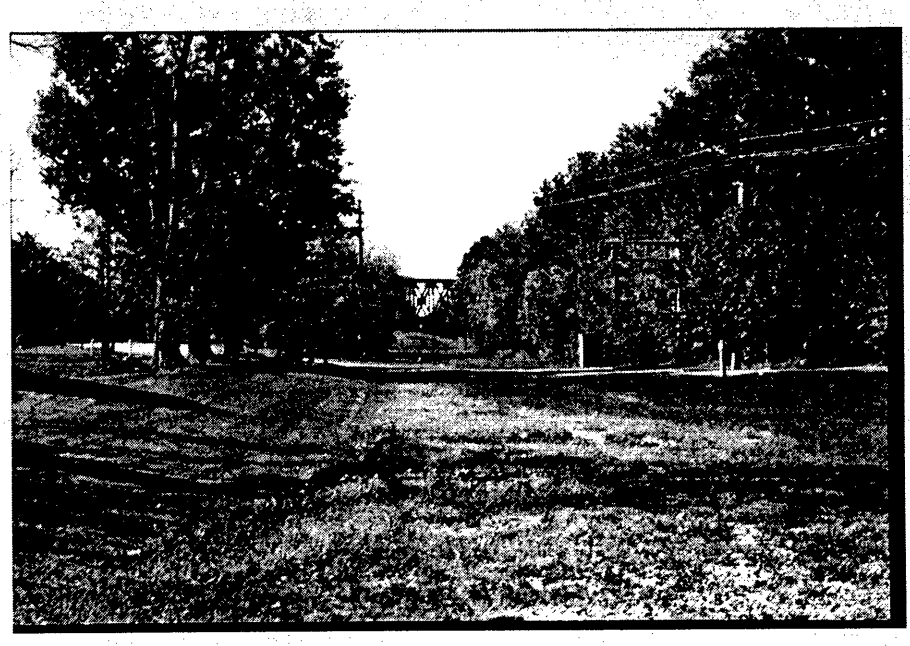
Although there are still relatively few completed facilities, interest in bicycle and pedestrian strategies has been increasing in recent years. There are a number of new bicycle and pedestrian facilities, and plans for more paths and trails, and the extension of existing facilities. In addition to plans for specific routes, many communities have changed their regulations to require sidewalks as part of any new development. Greenways, bicycle lanes and sidewalks are each important in creating transportation options for our region.

Marion County has an extensive network of Greenways, with 30 miles already developed, 56 miles of planned extensions, and plans for seven new corridors to be built along designated conservation corridors. Much of the existing Greenways are accessible by bicycle and wheelchair, others are unimproved, but passable for able-bodied pedestrians.

Hamilton County has developed a county-wide Alternative Transportation Plan focused more on transportation than on recreational uses. The plan is mostly unbuilt, but will allow for segments to be built as part of future road construction projects or new developments, and as future funds become available.



Hiking and biking trails are becoming increasingly popular nationwide. They can provide a healthful and pleasant alternative to the automobile. Often communities build these trails on abandoned railroad rights-of-way. For example, the Indianapolis Monon Trail (top) was constructed on the right-of-way of a railroad that once ran from Indianapolis to Chicago. Other rail corridors, such as the B&O in western Marion and eastern Hendricks Counties, could be available for conversion to trail use (below).



Within Hamilton County, Fishers, Carmel, Noblesville and Westfield are planning their own local bicycle and pedestrian systems.

Madison County has extensive plans for transportation-oriented bicycle routes and Greenways connecting with similar corridors in each of the surrounding counties, and linking Pendleton, Anderson, and other areas within the county. Anderson currently has bike paths along its waterfront, and plans for more off-street routes, and Pendleton has recently obtained funds to construct bicycle sidewalks.

Zionsville has constructed a one-mile trail along a former rail corridor through its downtown, and has plans to extend the trail to three miles, with a series of paths leading in to the main trail. This system is designed to function as a component of the existing transportation system, as well as for recreational use. Greenwood also has plans for bicycle trails.

Regionally, the Indianapolis MPO completed its *Regional Bicycle and Pedestrian System Plan*, which provides a framework for connecting communities and developing links between existing and future bicycle and pedestrian systems. There are three planned routes, small parts of which are already constructed: a North-South corridor and an East-West corridor leading through downtown, and an Outer Loop which would lie outside of I-465, traveling through parts of Hendricks, Boone, Marion and Hamilton counties. The plan provides the opportunity for bicycle and pedestrian facilities to be incorporated into the design of future roadway improvements and other developments. The proposed routes are continuous and direct to provide the opportunity for walking and bicycling to serve as a means of transportation as well as recreation.

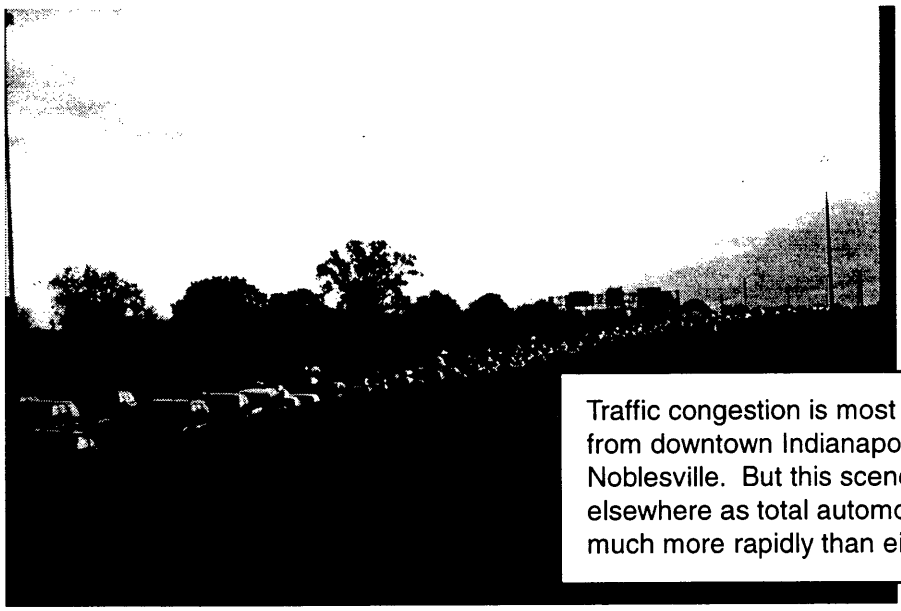
The Regional Bicycle and Pedestrian System Plan was completed in 1997, and includes both on-street and off-street routes. The 42-mile north-south and east-west axes are the first priority. The Monon Corridor largely makes up the north axis, and much of the west axis follows the B&O Rails-to-Trails project. The second priority is an outer loop which intersects with the major axes and connects the outlying communities.

Portions of the two axes have been identified for further study. The alignment shown for the outer loop is preliminary, and will be refined over time.

Future

Central Indiana faces a dilemma: Major transportation and land-use strategies and projects usually take a long time to implement, often up to 10 years or longer – and continue to have impacts, positive and negative, for decades after that. Such decisions often result from crisis or the perception of crisis. Yet few would argue that there is currently a transportation crisis in central Indiana, with the possible exception of the northeast corridor. Still, in order to prevent the region-wide spread of serious congestion, decisions have to be made soon so that strategies are in place to prevent it.

This is a central issue of this vision plan: how to make critical decisions today to prevent critical problems tomorrow in the absence of a widespread sense of crisis.



Traffic congestion is most serious in the Northeast Corridor, from downtown Indianapolis to Fishers, Carmel, and Noblesville. But this scene could become more common elsewhere as total automobile usage is forecast to grow much more rapidly than either population or employment.

Congestion is not confined to the Interstate System, as this scene on Delaware Street in downtown Indianapolis indicates. Many major streets exhibit the same conditions as freeway segments during peak periods. In areas such as that pictured above, it is nearly impossible to add more lanes to the roadway.

TRANSPORTATION/ LAND USE CONNECTION

So far this discussion has been largely about transportation and the growing concern about traffic congestion. But in metropolitan areas, the problem always has to be looked at as a transportation *and* land use issue. The two are so inextricably entwined that they really cannot be analyzed independently.

Choices

The 140,000 vehicles that travel on I-465 at the I-74 interchange just west of Speedway on an average day are there as a result of 140,000 individual decisions. Some of them are pretty obvious, although collectively still very important.

There were the decisions to use the freeway rather than other streets and roads. There were decisions about the time of day to travel. There were decisions to use – as is almost always the case – cars instead of alternative means of transportation such as walking, biking, or public transit. And there were decisions – as is also almost always the case – to drive alone, in a single-occupancy vehicle or SOV.

It is the collective impact of those millions of individual decisions that result in the kinds of transportation problems that the central Indiana region faces to some degree today and will likely face to a much greater degree in the future. And to a significant extent those choices are driven by land-use and development patterns that make it much more likely that residents of the region will decide to drive if they have to travel, to drive longer distances, to spend more time driving, and to drive alone.

The Way We Grow

It is commonplace, but it is nevertheless true: typical American suburban development has become the dominant and by now classical form of land use in the country. It is a form of development that almost dictates heavy reliance on travel by auto, is relatively expensive to provide public services for – and is extremely popular among a wide range of the public. For many, it is the physical foundation of the American Dream.

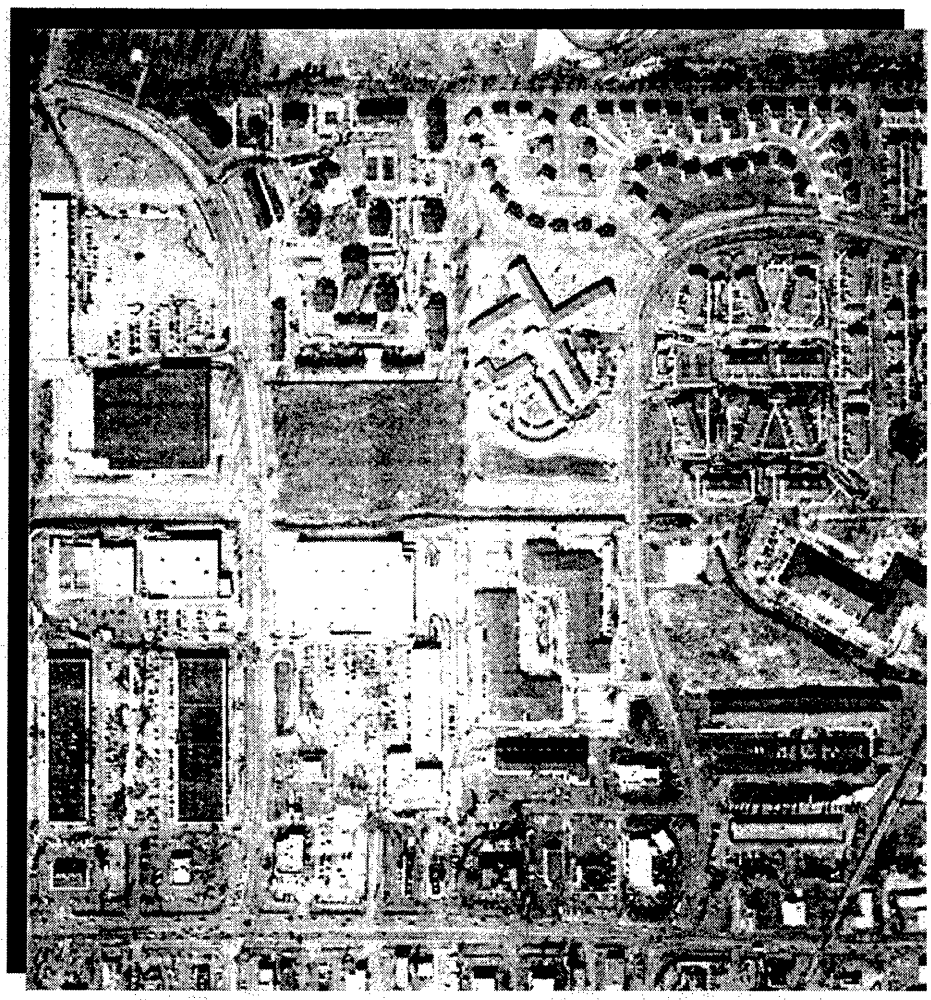
To understand the auto-dependency engendered by post-World War II patterns of suburban development it is useful to contrast transportation decision-making for residents of a contemporary suburban subdivision to that of people who live in a more compact neighborhood in Indianapolis or a satellite city such as Greenfield or Noblesville.

This aerial of a typical residential subdivision shows street and development patterns that are not conducive to non-automobile transportation. There is often little or no commercial activity nearby, meaning that even the smallest errand requires the use of a car. Limited entry points and many cul-de-sacs mean that buses cannot easily and speedily serve residents.

In more compact, typically older, developments, families usually live closer not only to other people, but also to places of work, to schools, stores, and places of recreation. It is more likely that people are able and willing to walk to a store to buy a carton of milk or to go to church, and that children are able to walk or bike to school or piano lessons.

Those kind of neighborhoods are also much easier to be served by public transportation. To be cost-effective, transit needs to link common origins of large numbers of people to common destinations of those same passengers. Since typical suburban subdivisions, especially those with cul-de-sacs, are difficult to serve with transit, that transportation choice is usually absent. In fact, it is entirely absent in central Indiana outside of Marion County (except for Greenwood in Johnson County and Madison County).

Commercial Development



This aerial photograph of an area north of 82nd Street in Indianapolis is typical of commercial and residential development that is difficult to serve with transit. Bus stops are usually far from destinations and often require passengers to navigate their way through large parking lots to reach stores or offices. Similarly, cyclists and pedestrians are often uncomfortable when far from buildings and close to fast-moving traffic.

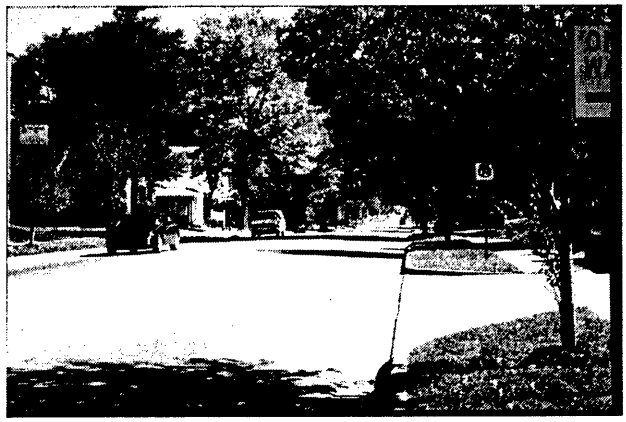
The presence or absence of facilities for pedestrians, bikes, and transit also has an impact on people's transportation decisions. The series of photographs (depicted on the following page) from Noblesville illustrate the declining "pedestrian friendliness" as one moves westward from the Courthouse Square, a vital center that is pedestrian heaven. As a walker moves east, sidewalks are set back from the street, away from traffic. Farther east the sidewalk is adjacent to the street and in a few blocks it ends. Beyond that point, destinations are set farther and farther back from the street. The absence of sidewalks, the widening street, and the dominance of parking lots all mean that a trip to an outlying destination is one that will in all likelihood be made by car.

As the above discussion suggests, it is not just residential patterns and design that contribute to dependency on the automobile. Typical designs and patterns of commercial development also provide strong incentives for car use. Park 100 and the shopping malls along 86th and 82nd Streets are good examples of development that is not conducive to pedestrian, bicycle, or transit services.

The Park 100 Industrial Park on the northwest side of Indianapolis contains numerous commercial facilities spread over a large area. This type of development, typically with one- or two-story facilities, is more efficient for manufacturing and distribution than are the older multi-story facilities often found in central cities. However, given the *relatively* few employees per acre of development, it lacks the compactness (of people) that is good for efficient transit service.

Declining Pedestrian Friendliness

1



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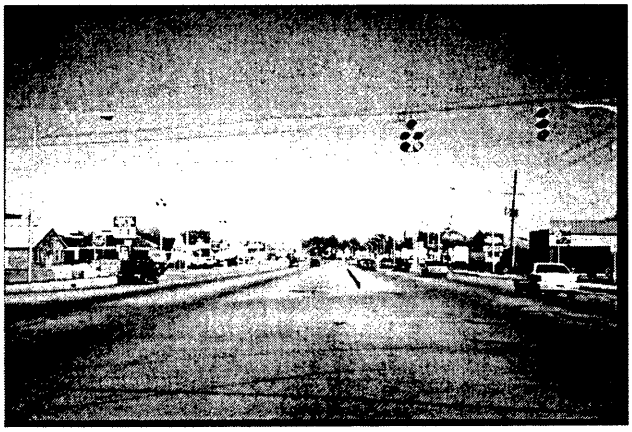
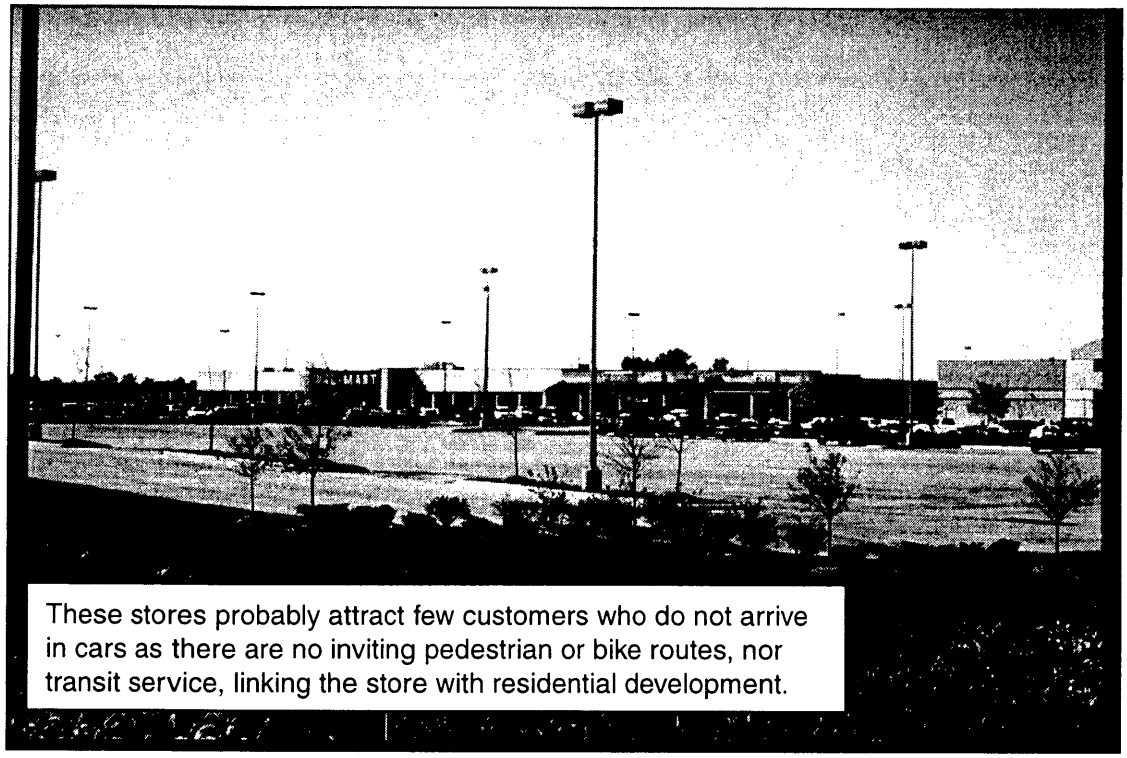


5

Often new development, usually further away from city centers, is relatively uninviting to pedestrians and bicyclists, meaning that almost all trips are made in cars. This series of photographs, beginning at the courthouse square in Noblesville (Picture 1) and heading east on Conner Street to SR 37, shows how the "pedestrian friendliness" of the environment declines (Pictures 2 through 5). Sidewalks gradually get closer to the street and eventually stop altogether. Stores and businesses are located farther from the street, requiring the crossing of increasingly large parking lots.

Although these scenes are in Noblesville, a similar pattern is found in other older communities in the region. For example, the conditions depicted are similar to those found heading north out of Greenfield and along SR 144 in Franklin.

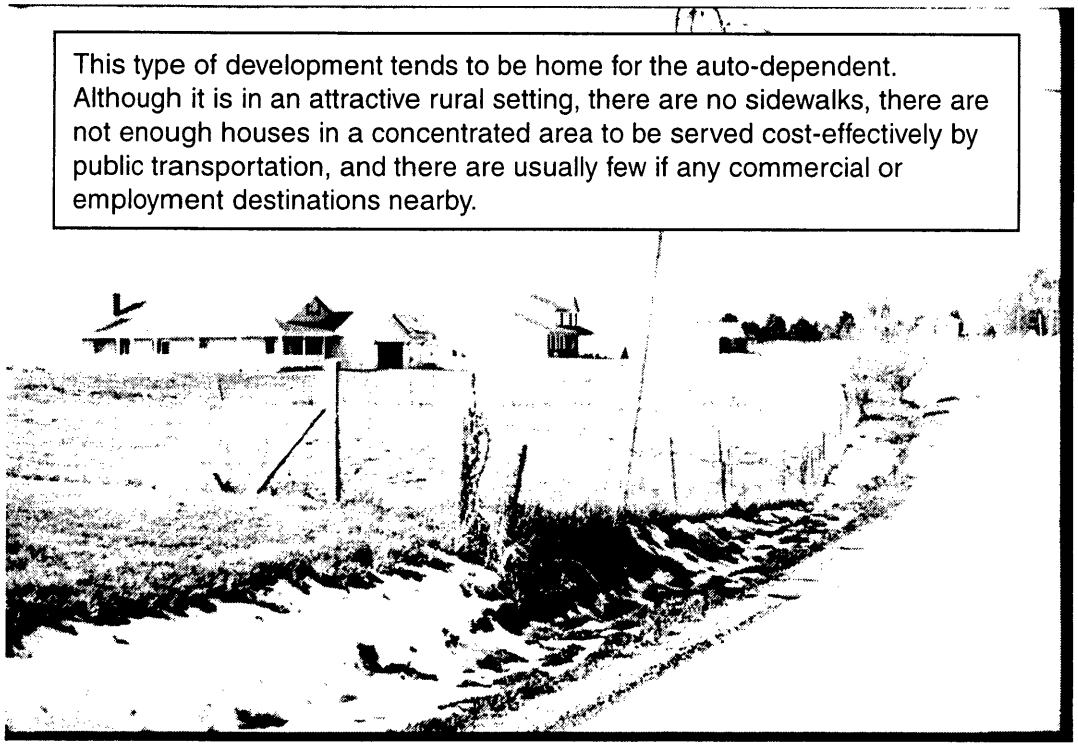


These stores probably attract few customers who do not arrive in cars as there are no inviting pedestrian or bike routes, nor transit service, linking the store with residential development.

Similarly, typical shopping mall design presents challenges for transit as well for pedestrians and bicycles. Contemporary suburban commercial development tends to be dominated by large parking lots in front of, or often surrounding, stores. Such lots are challenging for pedestrians and bikes, and often must be traversed entirely by patrons who arrive by bus. Few people relish the thought of, in effect, walking to and from a point beyond the most distant parking space.

One of the important reasons why the kind of development that contributes to congestion is so prevalent is that its beneficiaries, homeowners and developers, often do not pay the full cost for local services they receive. Studies of other areas have found that new households sometimes do not pay enough taxes to cover the cost of educating their children, of building and maintaining the roads they drive on, and of providing (when it is provided) new water and sewer service.

This type of development tends to be home for the auto-dependent. Although it is in an attractive rural setting, there are no sidewalks, there are not enough houses in a concentrated area to be served cost-effectively by public transportation, and there are usually few if any commercial or employment destinations nearby.



Sometimes the cost of some service provision is covered by impact fees that developers and/or homeowners must pay, but to the degree that they are not, existing residents are actually *paying* newcomers to contribute to their traffic problems.

The Rules of the Game

To a large degree, development patterns are primarily a result of market forces—the collective outcome of hundreds of thousands of families' decisions about where and how they want to live as well as similar decisions by business owners. The free market is not the sole factor governing our development patterns, however. Throughout central Indiana, market forces are channeled or directed by land-use regulations such as zoning and subdivision regulations that define what property owners can or cannot do regarding development. For example, zoning regulations throughout the region protect residential properties from the encroachment of undesirable land uses, such as loud industries, by specifying appropriate adjacent land-use development. The physical separation of incompatible land uses and the concentration of compatible uses are inherent features of land-use regulations throughout the nine-county region.

Not only do land-use regulations affect the geography of private market development, but they also affect the density of that development. Residential development, for instance, can span a wide range of densities and can include single- and multi-family housing as well as mobile homes. Commercial development can include developments on a neighborhood, strip mall, and regional scale. And, industrial development may include light and heavy industrial development.

Comprehensive Planning in Indiana

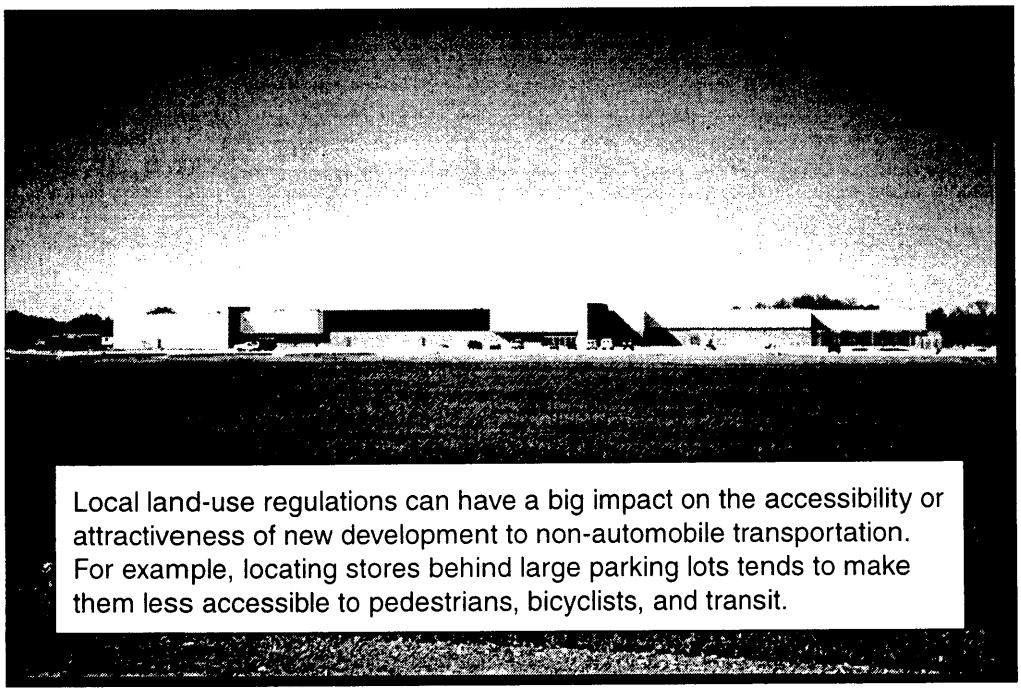
Long-range land-use policies in Indiana are outlined in county and local comprehensive plans. Comprehensive plans are policy documents intended to guide growth and development within counties and municipalities over a 10- to 20-year planning horizon. They typically include an inventory of existing conditions, a vision of preferred future conditions, or goals, and a strategy of how to best meet those goals. While comprehensive plans may not be regulatory documents, their intentions may be implemented in zoning ordinances, thoroughfare plans, subdivision regulations, building codes, and the like.

According to the Indiana Code, a comprehensive plan must be designed to promote the "public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development." To promote these beneficial uses, at a minimum a comprehensive plan must include:

- A statement of objectives for the future development of the jurisdiction
- A statement of policy for the land use development of the jurisdiction
- A statement of policy for the development of public ways, public places, public lands, public structures, and public utilities

In addition, a comprehensive plan may also contain or reference maps, surveys, studies, reports, etc. to support a long-range vision.

Central Indiana examples of land-use controls that are designed to regulate private development abound. Whether implemented at the municipal level, as in the case of larger municipalities facing growth pressures, or at the county level, as in more rural areas, the use of land is typically regulated through zoning. Through zoning, residential, commercial, and industrial developments are physically separated to promote compatible land uses, protect private property values, and maintain quality of life.

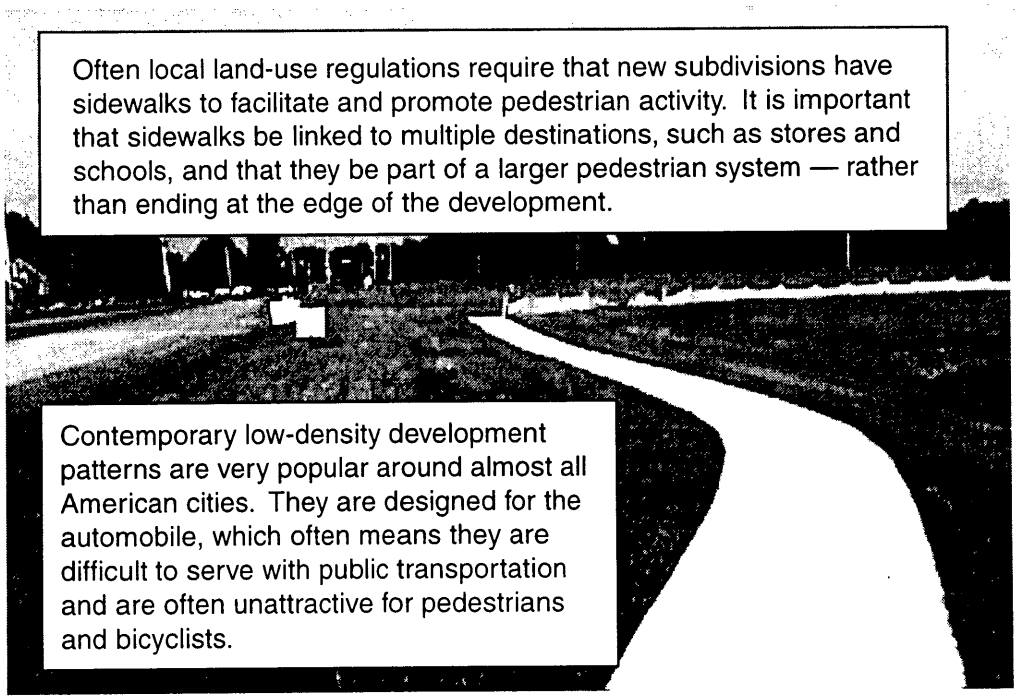


Local land-use regulations can have a big impact on the accessibility or attractiveness of new development to non-automobile transportation. For example, locating stores behind large parking lots tends to make them less accessible to pedestrians, bicyclists, and transit.

In general, land use policies in central Indiana do not promote – partly because they are not intended to – the kinds of development patterns that can help reduce traffic levels. Most important, existing regulations tend not to effectively encourage development that is adjacent to existing development and that is located on transit routes. In addition, policies generally tend to discourage the kind of more compact development that can be effectively served by transit. Finally, policies such as rigidly separating residential and commercial development, and design standards that discourage pedestrian access further promote car usage for almost any trip.

Policies requiring that infrastructure be provided before growth may occur impact the transportation system by ensuring new development does not overburden existing systems. These policies are implemented in subdivision regulations, thoroughfare plans, and impact fees. Ensuring that necessary roads precede new development helps to keep congestion in check. Providing for non-road infrastructure and services prior to new development, including police and fire protection, education, transit, and recreation facilities, can likewise be effective.

Often local land-use regulations require that new subdivisions have sidewalks to facilitate and promote pedestrian activity. It is important that sidewalks be linked to multiple destinations, such as stores and schools, and that they be part of a larger pedestrian system — rather than ending at the edge of the development.



Contemporary low-density development patterns are very popular around almost all American cities. They are designed for the automobile, which often means they are difficult to serve with public transportation and are often unattractive for pedestrians and bicyclists.

Comprehensive plans for Marion County townships include policies that prevent fast-developing suburban areas from overburdening school, roadway, sewer, and water systems. Closely related to this policy is the requirement that developers provide necessary infrastructure expansions. In addition, policy in these townships includes encouraging development only after municipal infrastructure is in place.

Access management, or the control of roadway access from properties, is a tool Johnson County recommends in its thoroughfare plan. Basically, it requires that developers identify access to their properties during the subdivision process.

Fishers administers a Road and Street Infrastructure Impact Zone, with boundaries contiguous with the town boundaries. The zone regulations require that developers pay a fee based on factors including a traffic impact analysis and widely accepted trip generation rates. The fees are due when a structural building permit is issued, with fees earmarked for road improvements.

Access Management

Johnson County identifies the following elements of a typical access management program:

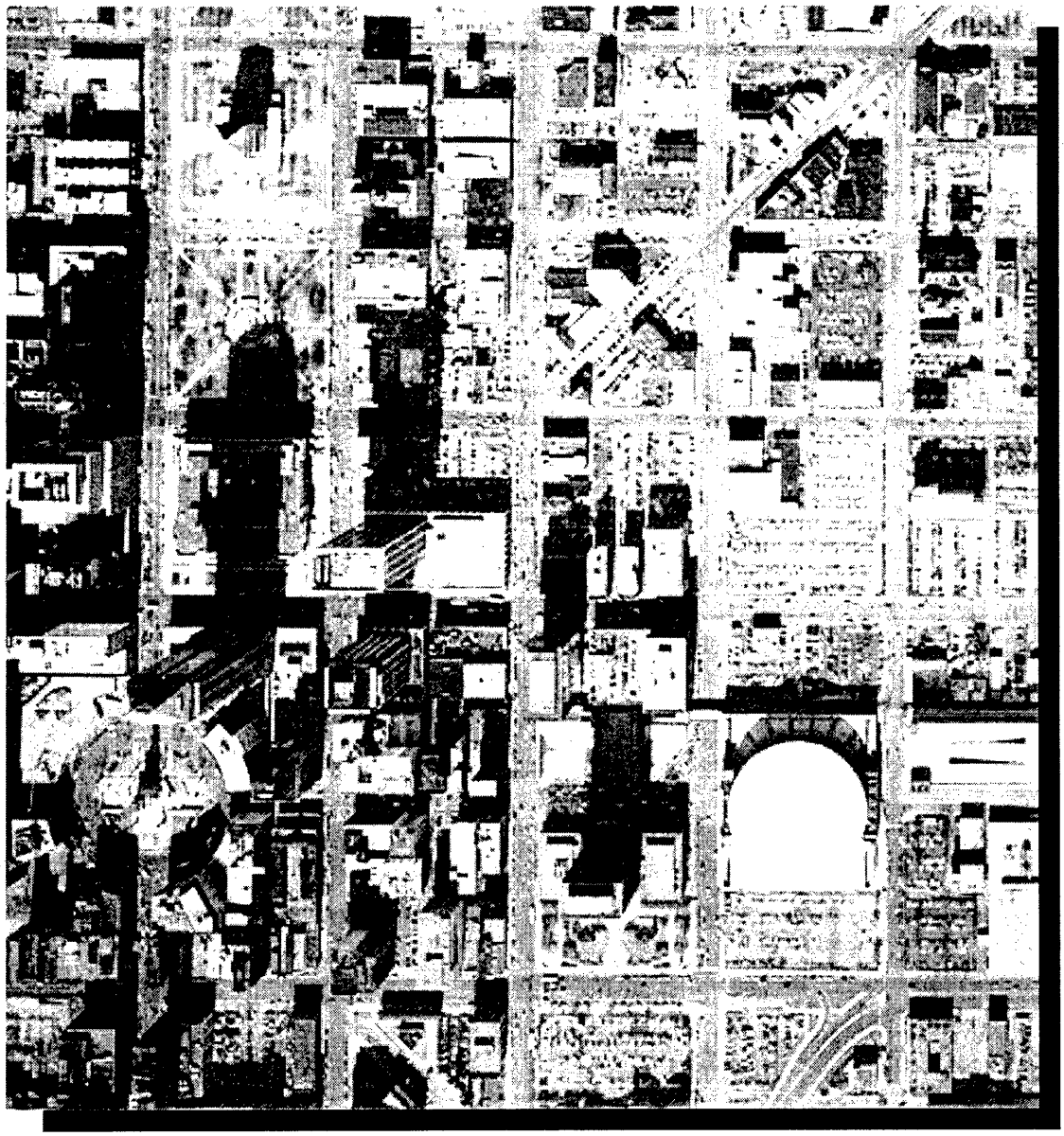
- Regulate the minimum spacing of driveways,
- Regulate minimum corner clearances,
- Regulate the maximum number of driveways per property frontage,
- Require that site plans provide internal design and circulation plans,
- Consolidate access points for adjacent properties, and
- Regulate minimum sight distances.

The need for a full array of non-road infrastructure systems and services is far less recognized in the nine-county region. Sewer and water systems are in some instances addressed through residential zoning requirements, particularly where allowable densities within residential districts vary by whether community systems are in place such as in Carmel/Clay Township and Mooresville. Johnson County's comprehensive plan references sanitary sewer and water distribution plans. In Fishers, the subdivision regulations require that plats must provide water for drinking and fire protection and that no private or semi-private distribution is allowed except for the construction of single-family residences. The need for sidewalks is covered in subdivision regulations throughout the region, including Marion County's subdivision regulations where sidewalks are required for all residential developments with densities greater than one dwelling unit per acre. The additional demands that new development places on police and fire protection and transit are rarely mentioned. Education infrastructure is considered in Fishers and Madison County. Recreation infrastructure needs are considered by a number of municipalities, including Mooresville and Fishers through open space zoning, dedications of land (as in Madison County) or money (as in Fishers), and long-range planning (as in Zionsville).

While municipal land-use policies are intended to and generally do take a balanced view of development, regional coordination is noticeably lacking. It is generally recognized that much of central Indiana functions as a single economic entity, with housing, commerce, and employment of the urban center inextricably linked to the suburbs by the transportation system. Yet none of the comprehensive plans or policy documents for counties and municipalities in the region include policy statements directly relating to a regional land-use approach.

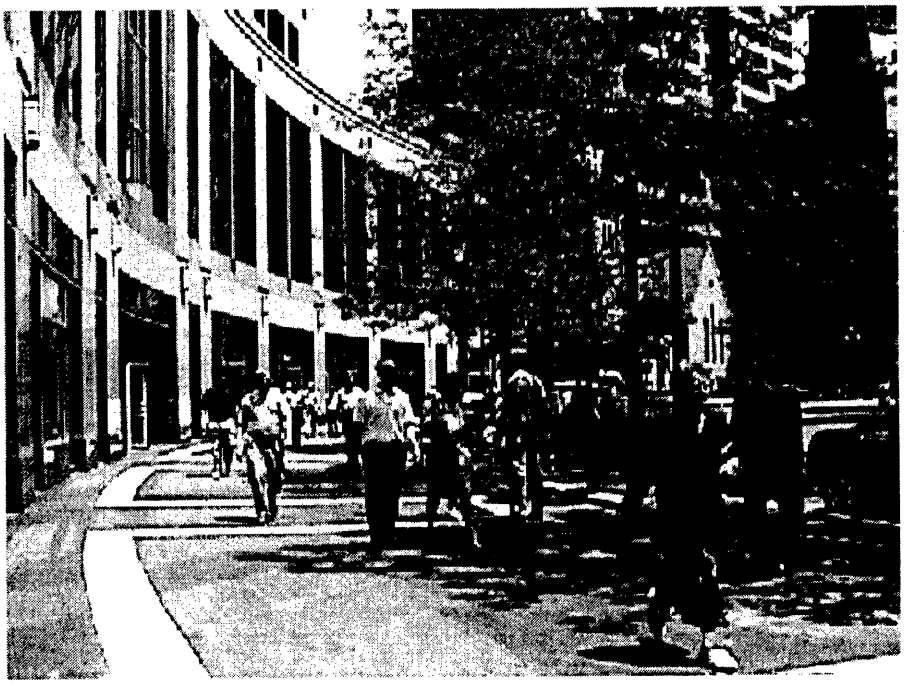
The Healthy Center of a Healthy Region

Indianapolis has won national accolades for the renaissance of its downtown. At a time when many downtowns are struggling to survive, the "Mile Square" continues to thrive as the commercial and entertainment hub of the region. Both downtown employment and commercial floor space continue to increase. Although suburban growth centers such as Castleton, Keystone at the Crossing, and others have emerged during recent years, the downtown business district has held its own.



Plenty of available parking is obviously something that makes a destination attractive to drivers, whether it is a shopping mall or downtown Indianapolis. This aerial photograph, with Monument Circle to the left and Market Square Arena to the right, shows the large amount of surface parking in the downtown area. The downside of such a scene is that plentiful parking encourages additional auto use while discouraging the use of public transportation.

Indianapolis has received national acclaim for the revitalization of its downtown. The development of such attractions as the RCA Dome, Victory Field, and the Circle Centre Mall has brought millions of visitors to the Central Business District. A concentration of such destinations, often missing in American downtowns, can help lessen automobile usage and increase transit ridership and pedestrian activity.

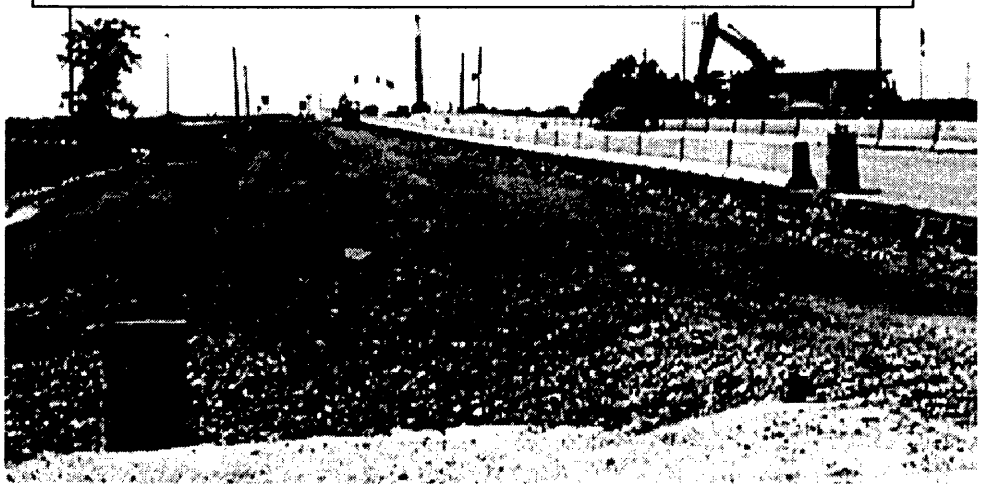


Such heavy concentrations of destinations are vital to the success of transit and encourage more trips on foot, as evidenced by the heavy pedestrian traffic at lunch time or before and after events in the evening.

The skyline of downtown Indianapolis, very familiar to viewers of Monday Night Football, is dotted with office towers, an indication that the "Mile Square" continues to be the employment center of the nine-county region. It is the location of approximately 100,000 jobs. Dense employment concentrations such as this tend to be supportive of non-automobile transportation.

SOLVING THE PROBLEM

More Lanes: I

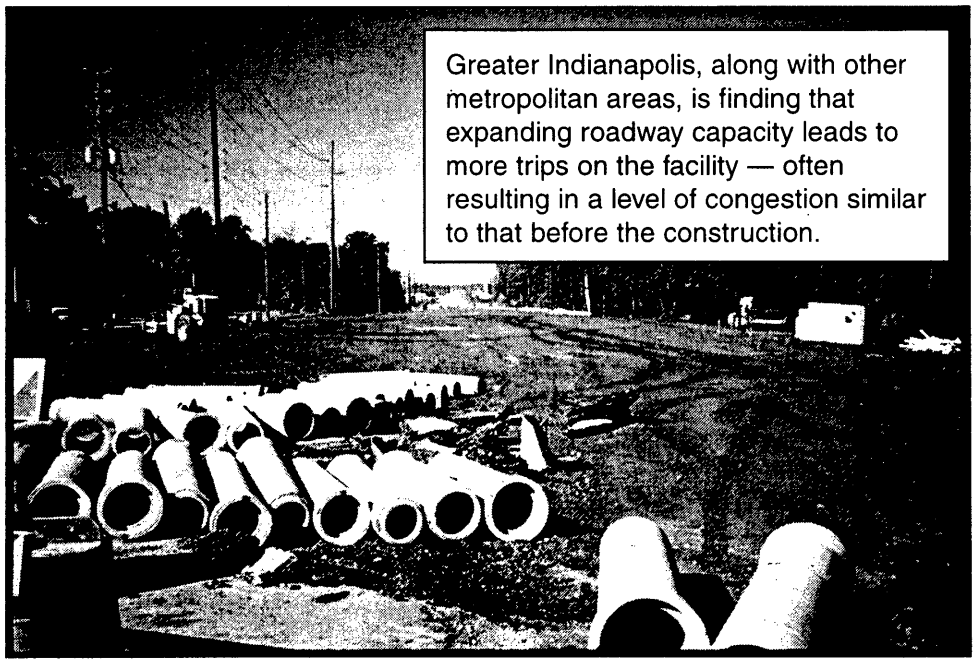


The building of new roads and the widening of existing highways has become a part of everyday life in central Indiana. Although the expectation is that inconvenience today will mean less congestion tomorrow, that promise is not always fulfilled.

It used to seem simple: If there are six lanes worth of traffic on a four-lane facility, why not just add those two extra lanes to solve the problem? The answer, discovered after several decades of attempting to do just that, is that it simply doesn't work. In most cases, it does not take long for congestion to return to its previous condition and, in the long run, it tends to get worse.

Land-use decisions (and policies) have much to do with the long-term growth of traffic that fills new and wider roads to overcapacity. New highways, as was once the case with railroads and good harbors, attract new development which brings more people who almost always come in private (single-occupancy) vehicles, partly because new development typically is of the non-transit-friendly and non-pedestrian-friendly type described in the previous section.

In the short-run, the reason new lanes fill up so quickly goes back to the discussion of thousands of individuals' transportation decisions. With a new or expanded highway, many people assume that it will give them a faster way to go where they want when they want. And for a short time, this is true. But as more and more drivers change routes to the new road and change times of their trips to peak periods – because they used to travel at 3:00 p.m. because of the expected congestion at 4:00 p.m. – the new facility fills up, dashing the hopes and expectations of both the old users of widened highways and the new ones.



Greater Indianapolis, along with other metropolitan areas, is finding that expanding roadway capacity leads to more trips on the facility — often resulting in a level of congestion similar to that before the construction.

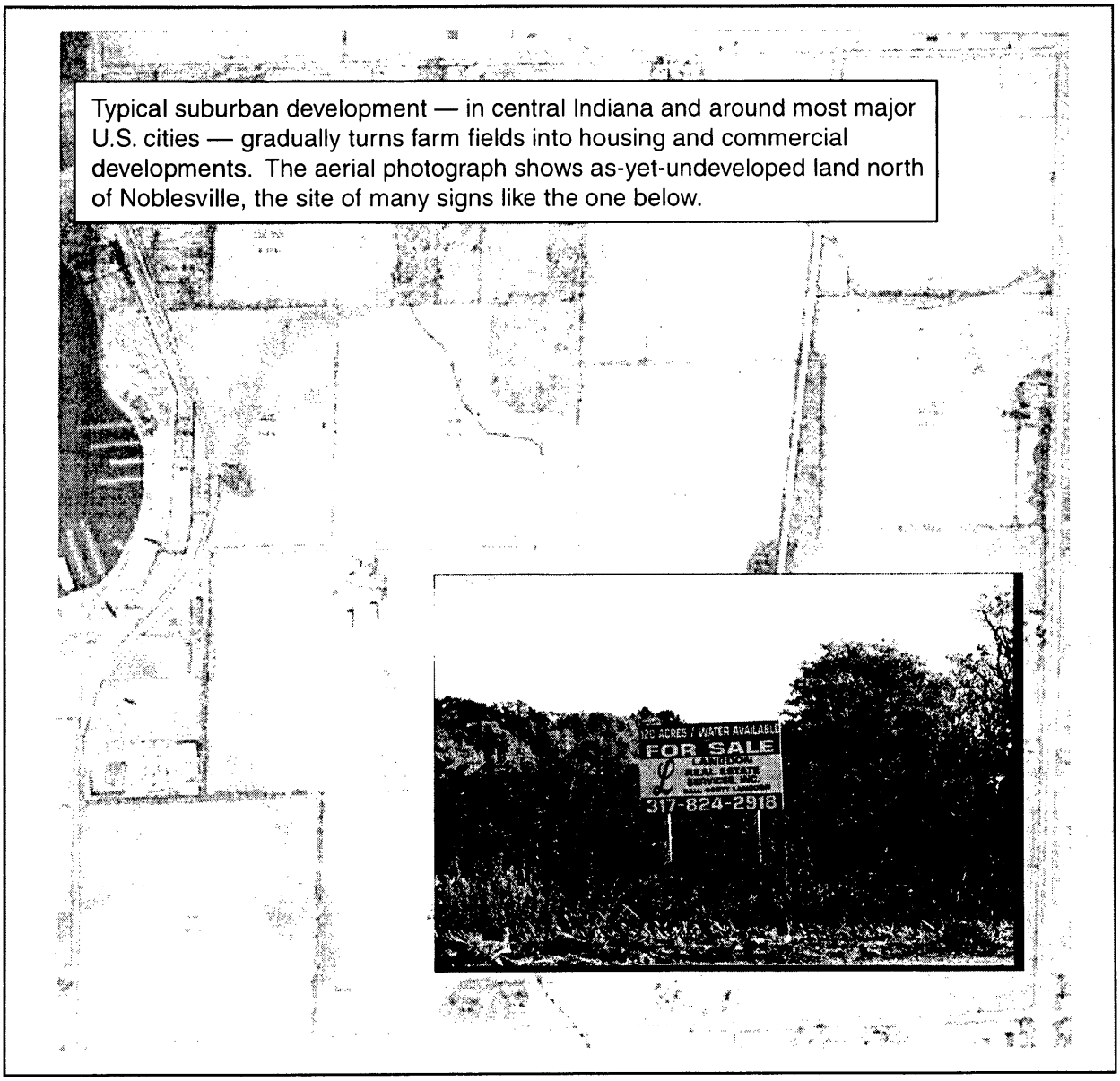
More Lanes: II

In mid 1970s, there was a plan to "complete" I-69 into the center of Indianapolis by building a freeway from I-465 to the downtown parallel to Allisonville Road. The freeway, I-165, was killed because its construction would have entailed the loss of approximately 1,000 homes and 100 businesses, a cost that was politically unacceptable. In many parts of central Indiana, this is a problem, usually on a much smaller scale, that will make it increasingly more difficult to deal with congestion by adding lanes or building new roads. While almost always physically possible, such facility expansion could become more politically difficult as citizens see the cost of roads built through backyards, not cornfields.

For example, the current widening of 116th Street in Fishers will likely be the last widening of that road.

In summary, the expense – economic, social, environmental, and political – of that approach to dealing with congestion – has already started to cause people to ask: Aren't there alternative ways to help solve the problem?

Answering that question is the heart of this vision plan.



Typical suburban development — in central Indiana and around most major U.S. cities — gradually turns farm fields into housing and commercial developments. The aerial photograph shows as-yet-undeveloped land north of Noblesville, the site of many signs like the one below.

CHAPTER THREE

PUBLIC INVOLVEMENT

THE KEY TO THE VISION PLAN

Public Input

Public Input was the driving force in the *Vision Plan* project. Through a two-phase public involvement process, more than 2,500 people gave their opinions and ideas on what the future of Central Indiana should be. This input was received through various venues including more than sixty public forums, eighty speakers bureau presentations, a statistical telephone survey, a learning conference, and through an on-line survey. Below is an overview of how public opinion was gathered for each step in the *Vision Plan* process. (Reference documents detailing the results of the public input are attached in Appendix A and B.)

Phase One – Information Gathering

The first Phase of the *Vision Plan* centered around the question of: "How does the lack of mobility options for Central Indiana residents impact the region's vitality?"

The hypothesis, or premise, was that the lack of options negatively impacts our region in several ways - all related to quality of life. To test this hypothesis, the Steering Committee embarked on an extensive public involvement process that combined the resources of a professional consultant (Thomas P. Miller & Associates - TPMA) with the perceptions of Central Indiana citizens.

> "The *Central Indiana Transportation and Land Use Vision Plan* is a blueprint for what we, as citizens, want for our future. It is the first time in our region's history that a citizen-driven process for citizen-based solution for transportation and land use planning has been developed."
>
> - John Hay, Jr.
> Executive Director
> of CIRCL

Public Forums

During this public input series, CIRCL volunteers conducted four rounds of public forums. Through these forums, more than 400 citizens learned about transportation and land use practices in the region, but more importantly, these citizens expressed their ideas and concerns our the future of Central Indiana. Each public forum had a specific focus for engaging citizen input. A synopsis of each Forum is listed below.

Round One

The first public forums were focused on introducing citizens to the issues of transportation and land use planning. In addition, the forums were utilized as a mechanism for gathering citizen concerns for their community. From these forum, seven common themes emerged, as reported by TPMA.

- Practical planning needs to be established.
- There is support for mass transit, especially as an economic tool; however, there is a concern that mass transit is thought of as a "social service."
- Mass transit will aid in satisfying the demand for workers in the suburban areas.
- Many of the citizens' issues and comments are consistent throughout the region.
- Land use has a direct influence on the growth of transportation.
- Public awareness is essential during this process.

Round Two

The second round of public forums focused on reviewing a technical overview of current transportation and land use planning in Central Indiana. In addition, citizen perceptions and concerns related to these topics were explored. From this Forum, seven common themes emerged:

- Mass transit was viewed positively overall.
- Carpooling was seen as the easiest solution for immediate results.
- Bus service was viewed as needing substantial upgrades to become an effective solution.
- Congestion management was an overarching and immediate concern.
- Greenspace preservation (less concrete and saving farmland) was a high priority of forum attendees.
- Growth planning in the region was cited as an important concern and challenge.
- The effect of sprawl on economic development was also a highlighted concern.

Round Three

Prior to this series of forums, a 10-minute video (developed by Parsons Brinckerhoff) was produced that described Central Indiana's transportation and land use challenges. This video was used in the forums. The third round focused on gathering statistical data from the participants on transportation and land use issues. During the forums, informal surveys of the participants were conducted. A sampling of the survey questions are listed below.

- What are the future mobility needs for the region and for our citizens?
- What would motivate citizens to be willing to use mass transit?
- What degree of "environmental soundness" makes sense?
- Whom would you say is responsible for resolving problems that may arise in your community?

NOTE: These surveys closely followed the formal survey separately conducted by the Indiana University Public Opinion Laboratory. (See Appendix A.)

Round Four

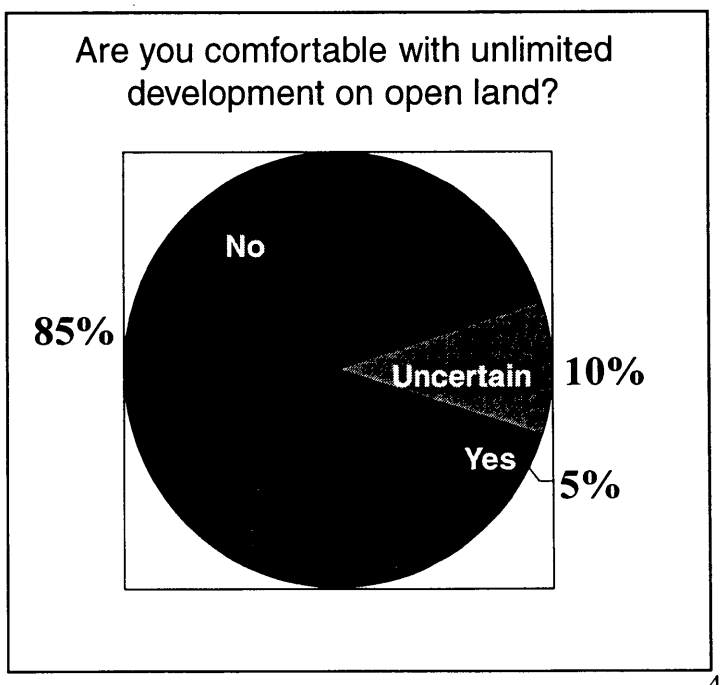
The fourth round of public forums focused on the costs related to transportation and land use planning. Current costs of planning and policies, as well as the costs related to various types of mass transit, were reviewed in detail. A sampling of the citizen responses are listed below.

Transportation

- Top Priorities – The majority of the citizens rated moving commuters throughout the region and serving the transit dependent as the highest priority issues.
- Funding Mechanism – The three preferred funding mechanisms include using a combination of user fees, impact fees, and gas tax.

Land Use

- High-Intensity Development – More than 75% of the residents support higher-intensity development along transit corridors.
- Open Space – To protect open space, citizens favor purchasing development rights, purchasing the land, and zoning ordinances.



Speakers Bureau

In addition to the public forums, a speakers bureau was created to gather citizen input. The speakers bureau, composed of CIRCL volunteers and consultants from TPMA, conducted over thirty presentations involving more than 300 citizens at community meetings across the Central Indiana region. These meetings included local service clubs, neighborhood associations, religious-based organizations, community groups, and business associations.

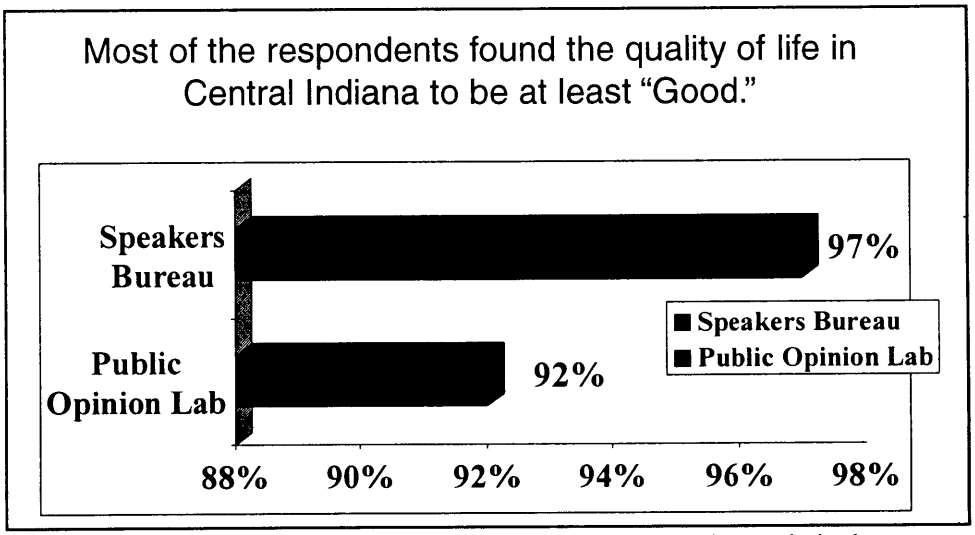
At these meetings, participants viewed the 10-minute video which graphically illustrated the transportation and land use issues and concerns in the region. Following the video presentation, the attendees participated in a question and answer session, as well as small group discussions. The presentations were concluded with the attendees completing individual surveys to express their opinions. Their responses are summarized below:

Transportation

- The need for cooperative and coordinated transportation was unanimously agreed upon.
- A combination of user fees and a gas/sales tax were the preferred methods for funding transportation alternatives.
- Marketing/education, along with a regional transit plan, were deemed the best solutions for improving mass transit.

Land Use

- Unlimited land development was not viewed favorably by most the participants (85%).
- The preferred method of preserving open space was by purchasing the land.
- A regional comprehensive plan along with mixed-use, compact development and infill/brownfield redevelopment were deemed the preferred strategies for preserving open space.



Statistical Survey

To supplement the data being gathered through the public forums and the speakers bureau surveys, CIRCL commissioned a statistical survey through the IU Public Opinion Laboratory. This telephone survey of more than 1,400 citizens also focused on transportation and land use planning in Central Indiana.

Complete details of the survey is attached in Appendix A. A sampling of the survey questions and responses are listed below.

- 71% of those interviewed report commuting, mostly all by private automobile.
- 92% of the interviewees rated quality of life as at least "good."
- 77% of respondents were in favor of light rail.
- 65% of the participants responded positively to "establishing coordinated planning and land use across Central Indiana."
- 70% of those interviewed believed they had "little, very little, or no influence in community decision making."

Phase Two – Preliminary Recommendations

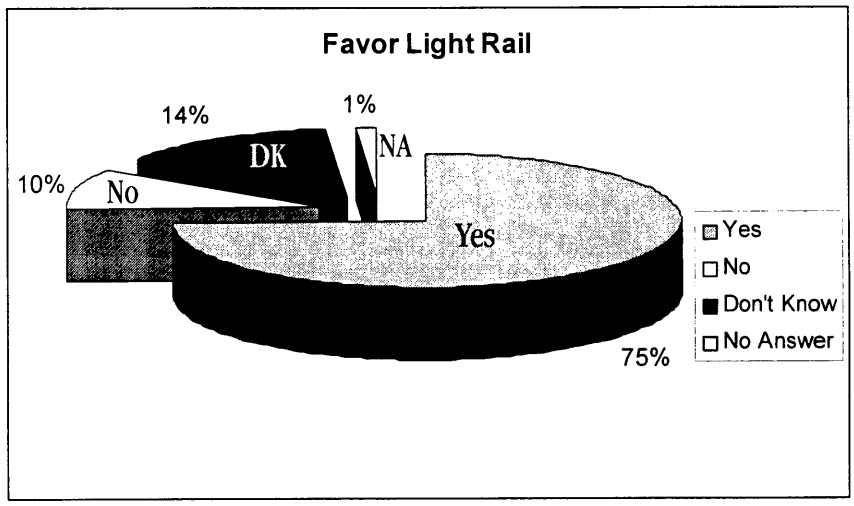
Based on the public input gathered in Phase One and the Situation Analysis, the Steering Committee democratically chose a set of preliminary recommendations. These recommendations were structured as a Seven-Point Vision with Eleven Supporting Strategies.

To test the accuracy of these recommendations, the Steering Committee wanted to return to the communities and citizens where public input was gathered. This public awareness and education phase was viewed as an opportunity to further test the hypothesis and evidence gathered. Based on the results of this test, the Steering Committee would present the Final Recommendations in December 1999.

These recommendations were formatted into an interactive CD-ROM to graphically present an outline of the preliminary recommendations. The CD included an opportunity for citizens to respond to the preliminary recommendations on-line. The CD also housed a complete record of the *Vision Plan* project including the 10-minute video. The CD was debuted at the ***Mobility 2020*** Conference in April 1999, and more than 2,000 copies of the CD were distributed throughout the region by September 1999.

As a companion piece to the CD, a printed Executive Summary was published for those citizens without easy access to a computer. More than 4,000 copies of the Executive Summary were distributed by September 1999. In addition, the Executive Summary was posted on the CIRCL web site, so that visitors could submit their responses.

Following the half-day ***Mobility 2020*** Conference, thirty public forums were conducted across the Central Indiana region. These forums focused on gathering the participants' responses to the preliminary recommendations of the *Vision Plan.* In addition to the conference and public forums, the speakers bureau presented the preliminary recommendations to various civic and services clubs, neighborhood associations, religious-based groups, and business organizations.



The public awareness and education phase ran from March through October. During this period, more than 300 responses were received. These qualitatively consistent responses affirmed the preliminary recommendations of the *Vision Plan.* A synopsis of these responses is listed below.

- 75% of the respondents favored the development of light rail in the region.
- 73% of the respondents favored comprehensive bus service – local and express.
- 85% of the respondents favored regional transit planning.
- 59% of the respondents favored higher intensity zoning along transit corridors in the region.
- 87% of the respondents favored preserving open spaces and farmland through land trusts.
- 73% of the respondents favored regional planning with model zoning ordinances.

Final Recommendations

Due to the consistent and pervasive support of the preliminary recommendations, the Steering Committee affirmed the recommendations for final approval by the CIRCL Board of Directors in November 1999.

Citing the variety of options for good public involvement and discussion, as well as the diligent effort of the Steering Committee to follow the direction of the citizen input, the CIRCL Board of Directors endorsed the recommendations in January 2000.

"The future mobility needs of all Central Indiana's citizens will be met through a variety of environmentally-sound choices, solution, and policies, and at publicly acceptable costs."

CHAPTER FOUR

FINAL RECOMMENDATIONS

SEVEN POINT VISION

7

MULTI-MODAL TRANSPORTATION

WEB RESOURCES

SUSTAINABLE COMMUNITIES
Sustainable America: National Town Meeting: www.sustainableamerica.org
Sustainable Communities Network: www.sustainable.org

TRANSPORTATION STUDIES & RESOURCES
Building Livable Communities: www.bizline.com/clc
ConNECTions MIS: www.indygov.org/connections
Indiana Department of Transportation: www.ai.org/dot
PB Network (under "PB in Print"): www.pbworld.com
Surface Transportation Policy Project: http://www.istea.org
Texas Transportation Institute : http://tti.tamu.edu
Transportation Action Network: www.transact.org
Transportation Partners (a resource by EPA): www.epa.gov/tp/

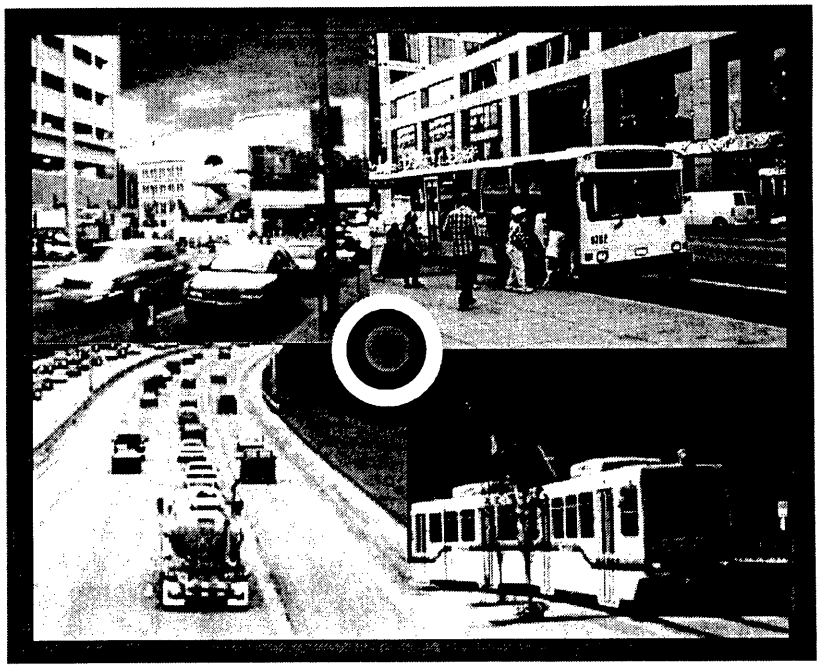
The focal point of the Vision Plan is a transportation system that integrates good roadways with efficient and comprehensive mass transit options to help more citizens travel well in years to come.

The Situation Analysis points to overburdened roadways and gridlock if we continue to grow and travel in our current patterns. It also indicates that roadway improvement and expansion alone will make little impact on increasing congestion. Therefore, we conceive of a transportation system that is multi-modal in nature.

Multi-modal transportation utilizes a variety of transportation modes—cars, buses, vanpools, light rail train (LRTs), commuter train, bike and walkways, etc.—in a manner that moves citizens from place to place—and from one mode of transportation to another—with efficiency. Each transportation mode connects and makes the best use of the others.

While self-driven vehicles will remain the primary way most citizens get around Central Indiana, they will not be the only good choice people have. We envision that light rail trains, local shuttle and bus service, inter-community bus connectors, and park & ride options will become everyday choices available to citizens. This combines safe and efficient highways with a modern transit system.

Some of the benefits of multi-modal transportation will be reduced congestion, enhanced mobility, and reduced vehicle-based air pollution as we grow. More citizens will be able to travel conveniently, comfortably, and safely throughout the region without totally depending on single occupancy vehicles.



Development of multi-modal transportation as a comprehensive system will require a cooperative commitment by state, county, and local officials as they plan for and prioritize local and regional transportation. Roadway improvements and expansion will need to be balanced by appropriate planning and investment in other transportation challenges. We believe the Transportation Equity Act for the 21st Century (TEA-21) gives ample incentive to Central Indiana's leaders to fully explore and implement multi-modal transportation for the benefit of the region's diverse and growing citizenry.

Applied transportation strategies:
1, 2, 3, 4, 5

EASIER ACCESS

WEB RESOURCES

GROWTH DIALOGUE, RESOURCES
"Growing Smarter" article at www.smartgrowth.org/library/Richard_Moe.html
Alternatives to Sprawl guide: www.brook.edu/press/books/sprawl.htm

PLANNING
Planning Commissioners Journal's web resources: www.plannersweb.com

REGIONAL ISSUES, RESOURCES
National Association of Regional Councils: www.narc.org

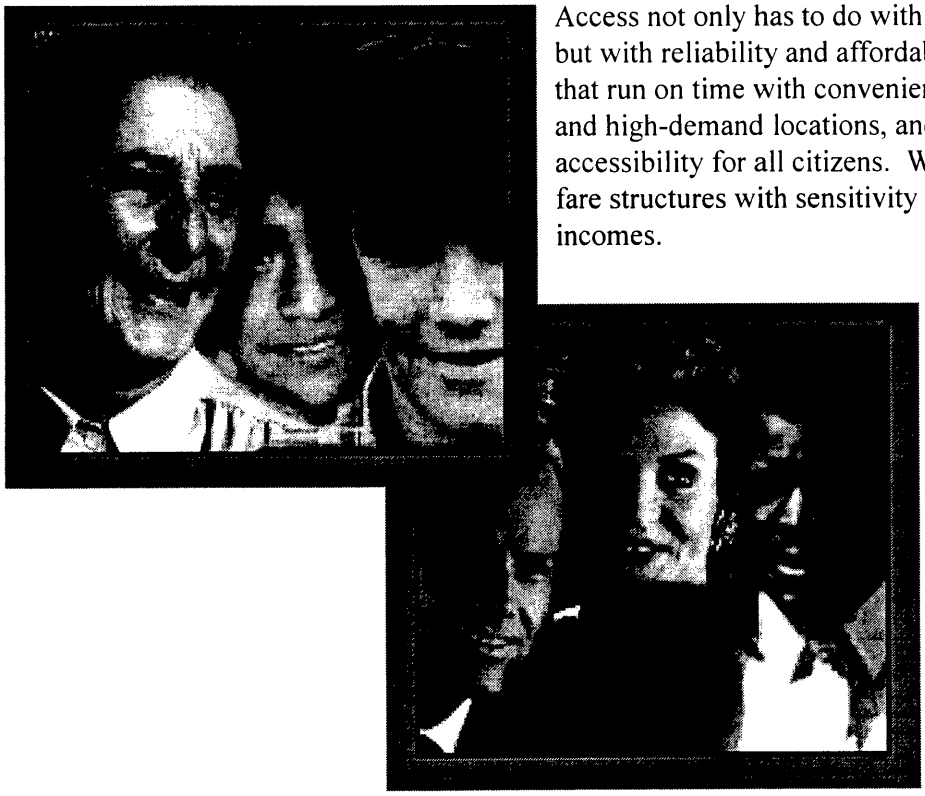
SUSTAINABLE COMMUNITIES
Sustainable America: National Town Meeting: www.sustainableamerica.org
Sustainable Communities Network: www.sustainable.org

TRANSPORTATION STUDIES & RESOURCES
Building Livable Communities: www.bizline.com/clc
"Inside the Black Box: Making Transportation Models Work for Livable Communities": www.uwm.edu/dept/CUTS/primer.htm

Easier access to the places people want most to go will be possible through a variety of transportation alternatives.

The Situation Analysis indicates that even those who are transit dependent (whose only means of transportation is transit) are currently under-served in Central Indiana. Existing transit services are also limited in moving citizens to locations where work is available or across county lines. Many survey respondents indicate they do not use the transit that is available because it is not convenient or reliable. Under current conditions, access to many opportunities is very limited. Therefore, easier access for all citizens is a core principle in our vision for Central Indiana's mobility future.

Access expands opportunity. Access is critical for workers, as well as for senior adults and youth. As job opportunities expand throughout the region, options like express and local bus service and light rail trains with convenient routes will help workers get to the jobs they want. Citizens will also be able to more readily access cultural, education, entertainment, and shopping venues throughout the region without relying completely on cars.



Access not only has to do with availability of convenient options, but with reliability and affordability. We envision transit services that run on time with convenient frequency, that stop at desirable and high-demand locations, and that incorporate universal accessibility for all citizens. We envision transit services that utilize fare structures with sensitivity to persons with limited or fixed incomes.

The principle of easier access, with its array of benefits for businesses and citizens, must be front and center in the transportation plans and choices of our region's leaders. As the region grows, access will become an increasingly critical issue to the vitality of the region and its distinct communities.

Applied transportation strategies:
1, 2, 3

TRANSIT CORRIDORS

Transit will be available along corridors of places where many Central Indiana citizens want to go.

The Situation Analysis points out that population growth has, historically, followed transportation corridors in Central Indiana. Housing, industry, and commerce locate near transportation corridors for efficiency and convenience of timely travel. These "veins" of transportation are both economic and community lifelines in our metropolitan area.

Unfortunately, when roadway capacity along transportation corridors is breached, traffic congestion becomes choking and desirability is dramatically reduced. The Situation Analysis indicates that several thoroughfares along Central Indiana's critical transportation corridors are at capacity and many more will be at or beyond capacity in the near future. Every neighborhood and business along these corridors is challenged, perhaps even threatened, by this reality.

Therefore, we envision that strategic development of Central Indiana's transportation corridors will include timesaving transit. Along with good roadways, rail transit will move Central Indiana citizens conveniently between major travel destinations and origins.

The ability of large numbers of citizens to travel along these corridors by alternate means enhances the infrastructure and investment communities and businesses have already made. It also encourages land use in a pattern that conserves land and reduces vehicle miles traveled. Less time spent in traffic and cleaner air—along with cost-effectiveness—will be the result for all Central Indiana citizens.

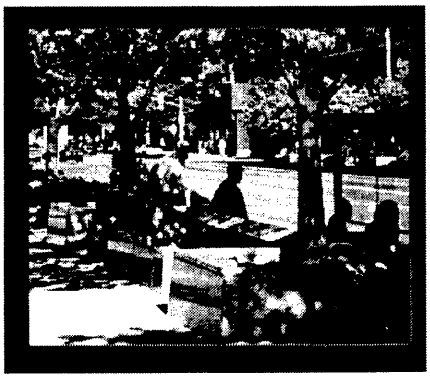
WEB RESOURCES

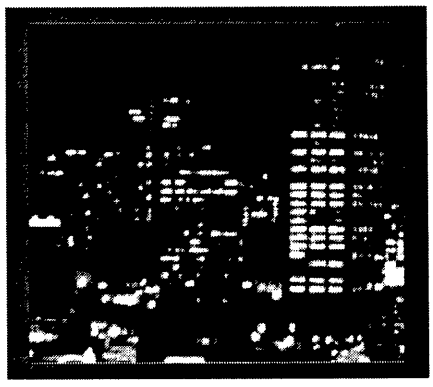
REGIONAL ISSUES, RESOURCES
Citistates Group: www.citistates.com
National Association of Regional Councils: www.narc.org

TRANSPORTATION STUDIES & RESOURCES
Building Livable Communities: www.bizline.com/clc
CONNECTIONS, Northeast Corridor study: www.indygov.org/connections
Indiana Department of Transportation: www.ai.org/dot
"Inside the Black Box: Making Transportation Models Work for Livable Communities": www.uwm.edu/dept/CUTS/primer.htm
PB Network (under "PB in Print"): www.pbworld.com
Surface Transportation Policy Project: http://www.istea.org
Texas Transportation Institute of Texas A&M University: http://tti.tamu.edu
Transportation Action Network: www.transact.org
Transportation Partners (a resource by EPA): www.epa.gov/tp/

Planners and decision-makers should be strategic in the development of Central Indiana's transportation corridors. Leaders should cooperate regionally to identify "gateway corridors" and prioritize the implementation of transit alternatives to enhance mobility for our citizenry along them.

Applied transportation strategies: 1, 2, 3, 4





Mixed-Use Development

Neighborhoods will be developed that make walking and biking a more likely way of getting to nearby stores, schools, services, and workplaces.

The Situation Analysis indicates that neighborhood, commercial, and community development patterns in Central Indiana over the past fifty years have segregated uses, favored very low densities, and built exclusively around high dependency on automobile travel. As the region has grown, inadvertent impacts of these development patterns have included a dramatic increase in vehicle miles (VMTs) and vehicle hours (VHTs) traveled and increased traffic congestion. Traffic congestion has been determined to be a significant source of ozone pollution in Central Indiana. Continued population growth that follows existing development patterns will more deeply impact quality of life in these critical areas.

Web Resources

CENTRAL INDIANA ECONOMIC DEVELOPMENT
Heart of Indiana: www.greaterindy.com

REGIONAL ISSUES, RESOURCES
National Association of Regional Councils: www.narc.org
Builders Association of Greater Indianapolis: www.bagi.com
Metropolitan Indianapolis Board of Realtors: www.mibor.com

SMART GROWTH
Smart Growth Network: www.smartgrowth.org

SUSTAINABLE COMMUNITIES
Sustainable Communities Network: www.sustainable.org

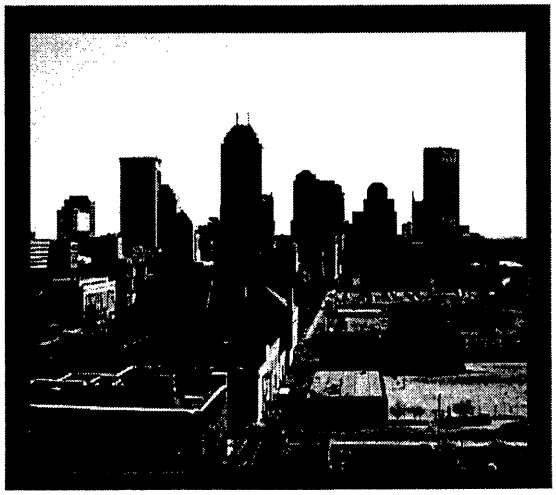
A significant alternative to this sprawling pattern of development has emerged that resembles pre-1950's town centers in which mixed-level housing is located within walking distance of basic services, retail, education, and work. This "neo-traditionalist" or "New Urbanist" approach combines old town compactness with mixed-income housing to create neighborhoods and communities that have distinctive benefits, including reduced dependence on auto travel.

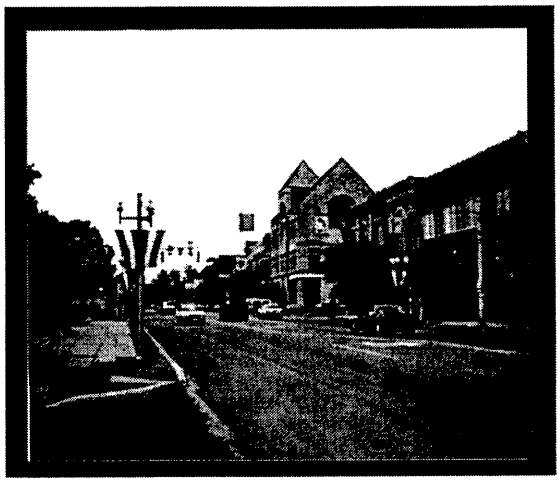
Market-driven, this neighborhood design offers a range of residents the option of living in communities that place quality homes in close proximity to convenient businesses, schools, and workplaces. The benefits include small-town accessibility and land-saving development design. They maximize convenience and minimize the many times citizens use their automobiles for everything from buying a gallon of milk to going to work or school. As one of the many living options available to Central Indiana's citizens, these neighborhoods will contribute to a reduction in road congestion and air pollution.

In addition to encouraging the development these mixed-use, compact neighborhoods, Central Indiana planners and community leaders should consider the positive community impacts of services, learning opportunities, and conveniences that are located within a 1/4 to 1/2 mile of residents. As older neighborhoods transition or are redeveloped, consideration should be given to neo-traditionalist design.

Applied land use strategies: 1, 2, 5, 6

URBAN CENTERS





A benefit of convenient and timesaving transit options will be the enhanced vitality of Central Indiana's urban centers.

The Situation Analysis demonstrates that Central Indiana is now a matrix of urban centers connected by transportation corridors. Of the numerous and important urban centers in the metropolitan area, downtown Indianapolis is—and will remain—the primary economic, governmental, cultural, and entertainment hub of the region. Convenience of travel within and between this and all other urban centers of the region is critical to sustained economic vitality and quality of life in each community.

As the region grows, inter-community transit and in-town shuttles, combined with well-stewarded land, will contribute to the renaissance of each urban center. With transit options permitting visits to several destinations during one trip, residents and visitors will enjoy an even greater range of work, shopping, and entertainment opportunities.

The addition of an efficient transit system will complement the major investments made in downtown Indianapolis and other commercial centers across the region. Community leaders and planners should consider the negative economic impacts of increasing congestion on each urban center as the region's population grows. They should act in concert to enhance the vitality of the region's urban centers with strategic mobility choices.

Applied land use strategies: 1, 3.

WEB RESOURCES

CENTRAL INDIANA ECONOMIC DEVELOPMENT
Heart of Indiana: www.greaterindy.com

REGIONAL ISSUES, RESOURCES
National Association of Regional Councils: www.narc.org

SMART GROWTH
Smart Growth Network: www.smartgrowth.org

SUSTAINABLE COMMUNITIES
Sustainable Communities Network: www.sustainable.org

OPEN SPACES

Open spaces and farmland—a part of the serene landscape valued for generations—will be creatively preserved as the region grows.

The Situation Analysis indicates that Central Indiana is not only becoming more urbanized, open spaces and farmland is being converted to residential and commercial uses at a rapid pace. In addition to the negative environmental impacts this pace of conversion points to (given the projected rate of population growth), the loss of a natural aesthetic is an important quality of life consideration that citizens repeatedly raised in public forums we conducted. Rather than stopping growth, citizens expressed a desire that open spaces and farmland deemed critical either for environmental or aesthetic reasons be preserved as development occurs.

WEB RESOURCES

GREENSPACE PRESERVATION
Central Indiana and Trust: www.cilti.org

FARMLAND PRESERVATION
Central Indian Land Trust: www.cilti.org
Hoosier Farmland Preservation Task Force Final Report: www.ai.org/oca/press.html

GREENWAYS
Indianapolis area greenways: www.indygov.org/parks/greenways/info.htm

LAND USE
Land Use Forum Network: http://www.lufnet.org/

PEDESTRIAN ADVOCACY
America WALKS Network: www.webwalking.com/amwalks

PLANNING
Planning Commissioners Journal's web resources: www.plannersweb.com

The debate over preservation of land versus the right of individuals to freely sell and buy property at market rates was fully considered in *Vision Plan* deliberations. Through this deliberative process, the use of land trusts emerged as a viable solution. Community land trusts are used to purchase such properties or development rights from owners at market value.

Through the use of land trusts, open spaces and farmland considered critical will remain part of the landscape and of the environmental richness of Central Indiana. In this way, future generations of Central Indiana residents will be able to enjoy the aesthetic and environmental benefits of open space, farms and parkland within a fully urbanized area. Open spaces will also be preserved through compact and environmentally sensible development options. Green space preservation is an important component of a good growth strategy for Central Indiana's future.

While the use of land trusts is growing across the nation, the fledgling Central Indiana Land Trust is the only known one in the region. Communities and their leaders should develop a strategic approach to the preservation and use of land in the region, including coordinated land trust options to complement this effort.

Applied land use strategies: 4, 6.

LOCAL PLANS

WEB RESOURCES

CENTRAL INDIANA CIVIC/REGIONAL ORGANIZATIONS
Central Indiana Regional Citizens League: www.circl.org

CENTRAL INDIANA ECONOMIC DEVELOPMENT
Heart of Indiana: www.greaterindy.com

GROWTH DIALOGUE, RESOURCES
Alternatives to Sprawl guide: www.brook.edu/press/books/sprawl.htm

PLANNING
Planning Commissioners Journal's: www.plannersweb.com

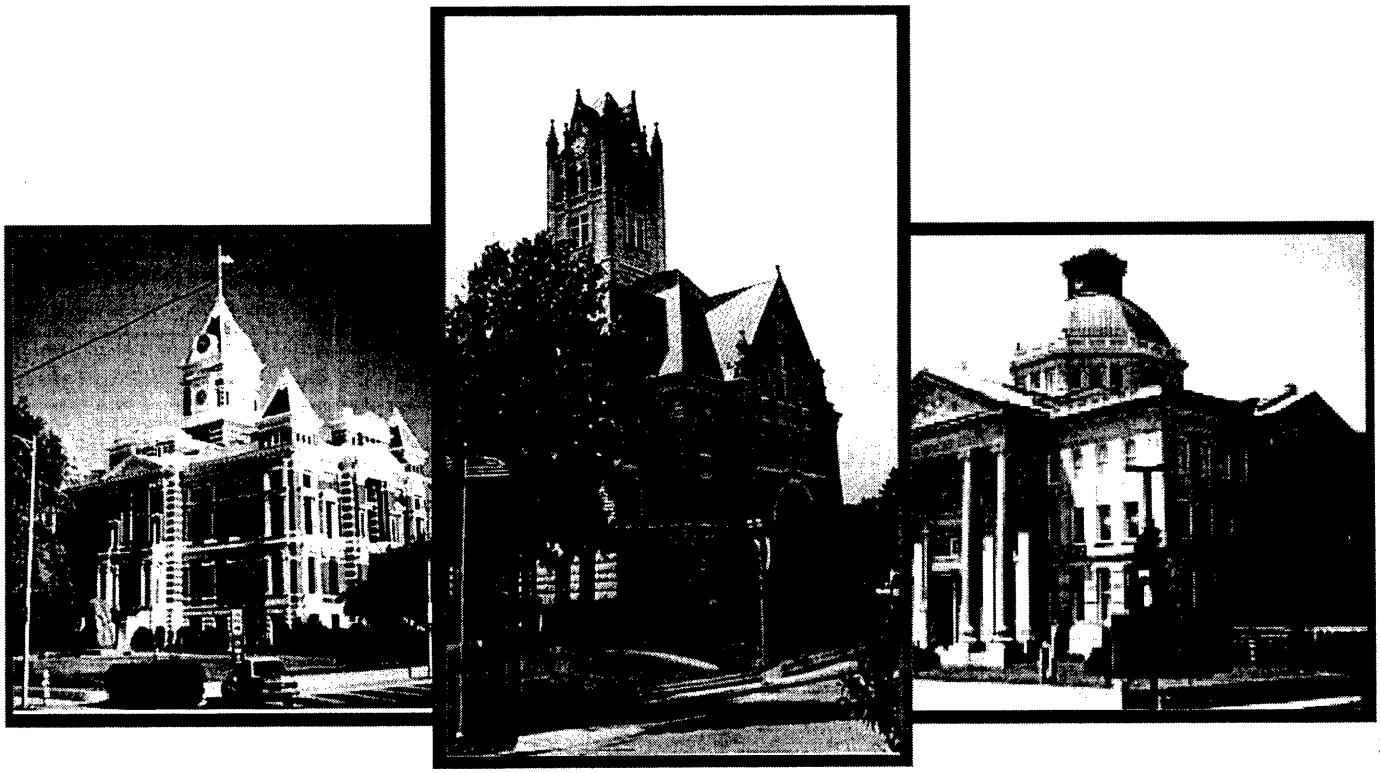
REGIONAL ISSUES, RESOURCES
Citistates Group: www.citistates.com
National Association of Regional Councils: www.narc.org

As the *Vision Plan* is integrated into local planning, citizens throughout Central Indiana will enjoy all the benefits of efficient transportation and sensitive land use.

The *Vision Plan* is local in its inception and implementation. The critical impact of mobility and land use at a community level is the focus of the study. And implementation of the specific recommended strategies for effective mobility and land use is a local decision. Integration of this vision and strategies at local levels will have a positive quality of life impact on local residents as well as citizens across the Central Indiana region.

To support local leaders, the *Vision Plan* will offer model zoning ordinances and development options to individual communities and counties. These resources will realistically demonstrate the cost-effectiveness and environmental soundness that is described throughout the *Vision Plan*. The *Vision Plan* will also provide information and region-wide linkages to local communities as they grapple with mobility and land use challenges related to growth.

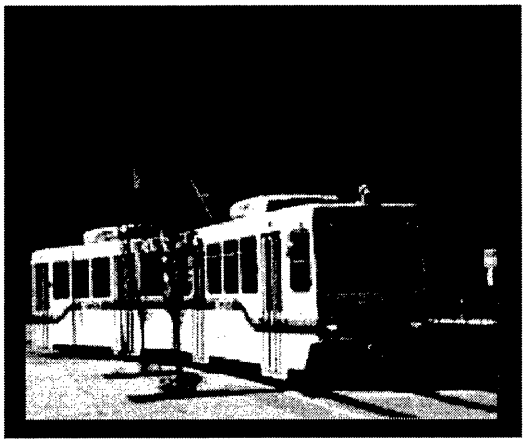
Integrating the *Vision Plan* into local planning will strengthen the fabric of the region's commitment to sensible growth, efficient transportation, and land preservation to the benefit of all Central Indiana's citizens.



SUPPORTING STRATEGIES

11

LIGHT RAIL



We recommend the development and use of Light rail trains (or LRT's) as an efficient and congestion-reducing mode of transportation in Central Indiana.

Light rail is contrasted to the heavier, longer commuter trains that are typically used for longer distances. LRTs are short, electrically powered trains that run along separate rights of way or on city streets. LRTs are recognized as an important mobility resource because they can accelerate and stop quickly, travel rapidly and smoothly, and move a high volume of riders efficiently between destinations.

Fourteen such systems have been put in place to serve citizens of major American metropolitan areas within the last twenty years. One of the most recent and successful LRT projects is located in St. Louis, where ridership has far exceeded expectations and citizen-demanded expansion is ongoing. Most importantly, the LRT there has reduced congestion, provided more citizens with mobility options, and raised the quality of life in the region.

In Central Indiana, a light rail system can extend from Indianapolis to nearby communities to increase accessibility, alleviate congestion, and reduce commute times. In addition, light rail will contribute significantly to air quality by reducing dependence on vehicles—by far the largest contributor to air pollution in the region.

As light rail is developed in Central Indiana, attention should be given to areas of high congestion as well as to developing transportation corridors. LRTs can not only alleviate existing roadway congestion, but should be an essential part of long-range planning in development and redevelopment throughout the metropolitan area.

WEB RESOURCES

LIGHT RAIL
The Light Rail Transit Association: http://www.lrta.org/
Light Rail project in Portland, Oregon: http://www.teleport.com/~samc/max/
Minnesotans for Light Rail: http://www.geocities.com/ad_container/pop.html?cuid=9599&keywords=politics
Rail-Volution Conference: www.tri-met.org/railvol/index.htm

Park & Ride Lots

We recommend extensive development and use of park & ride as a vital component of a multi-modal transportation system in Central Indiana.

Park & ride provides for effective transitions from one mode of transportation to another. Strategically located park & ride facilities bring various modes of transportation—auto, bus, shuttle, rail—together to assist citizens to transition conveniently from one mode to another as they get where they want to go. Park & ride can be as simple as a small group of people having a convenient place to meet and carpool. Such basic efficiency is multiplied when park & ride is developed as an information system combined with attractive facilities that bring various modes of transportation together.

A network of conveniently located park & ride facilities adjacent to transportation corridors will be developed that complement auto, bus, and light rail travel. Commuters will be able to drive, park, and then carpool or use transit to reach their workplaces or other destinations.

Park & ride options will increase mobility options, reduce congestion, and improve air quality for all Central Indiana citizens. Efficiencies in each mode of transportation will be increased as park & ride facilities are placed strategically, developed with a creative view to their market and service potential, and coordinated well with each transportation service provider.

Instead of acres of cars parked next to a train station, we envision attractive facilities that offer walk-through marketplace conveniences to commuters, multi-level parking, and important information services. Planners and community leaders should insist that the best examples of effective park & ride be examined and best practices implemented in this important component of Central Indiana's mobility future.

Web Resources

BICYCLE RESOURCES - Indiana Bicycle Coalition: www.nd.edu/~ktrembat/www-bike/IBC/IBCindex.html

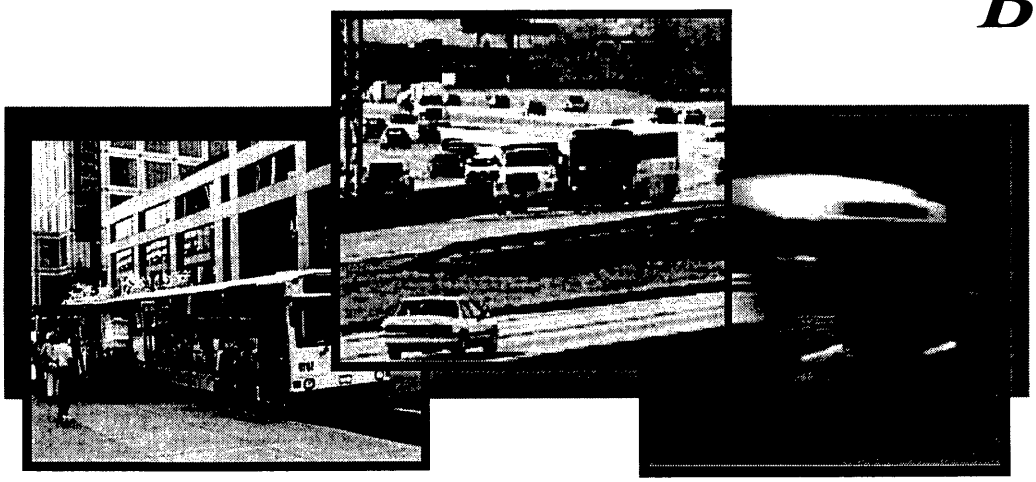
LAND USE - Lincoln Institute of Land Policy: www.lincolninst.edu/home.html

LIGHT RAIL - Minnesotans for Light Rail: http://www.geocities.com/ad_container/pop.html?cuid=9599&keywords=politics

PLANNING - Planning Commissioners Journal's web resources: www.plannersweb.com

TRANSPORTATION STUDIES & RESOURCES - PB Network (under "PB in Print"): www.pbworld.com

COMPREHENSIVE BUS SERVICE



We recommend that a comprehensive bus system be developed to provide reliable and demanded local and express services to residents region-wide.

The Situation Analysis points out that bus services have been a standard in urban mass transit for years, but service has been limited and sometimes unreliable. In fact, our survey indicates that many potential Central Indiana riders do not use bus services because they are not reliable, convenient, timely, or available where they live. In the face of significant unmet transit demand, the region has the challenge of envisioning and implementing a highly upgraded and effective bus, shuttle, and vanpool system.

New technology and service systems can increase bus capacity to serve more citizens effectively throughout Central Indiana. Local services should explore the desires of a full range of existing and potential riders and businesses, and implement service strategies based on developing demand. The use of small bus and neighborhood shuttles should be explored as part of a local service strategy.

An inter-community service strategy should include express buses. Express buses, making only a limited number of stops, will serve longer-distance riders. Express buses are especially important for communities in which light rail will not be a viable option.

Comprehensive bus service is a vital component of an integrated multi-modal transportation system that will meet Central Indiana's growth challenges.

WEB RESOURCES

CENTRAL INDIANA ECONOMIC DEVELOPMENT - Heart of Indiana: www.greaterindy.com

GROWTH DIALOGUE, RESOURCES - "Growing Smarter" article at www.smartgrowth.org/library/Richard_Moe.html

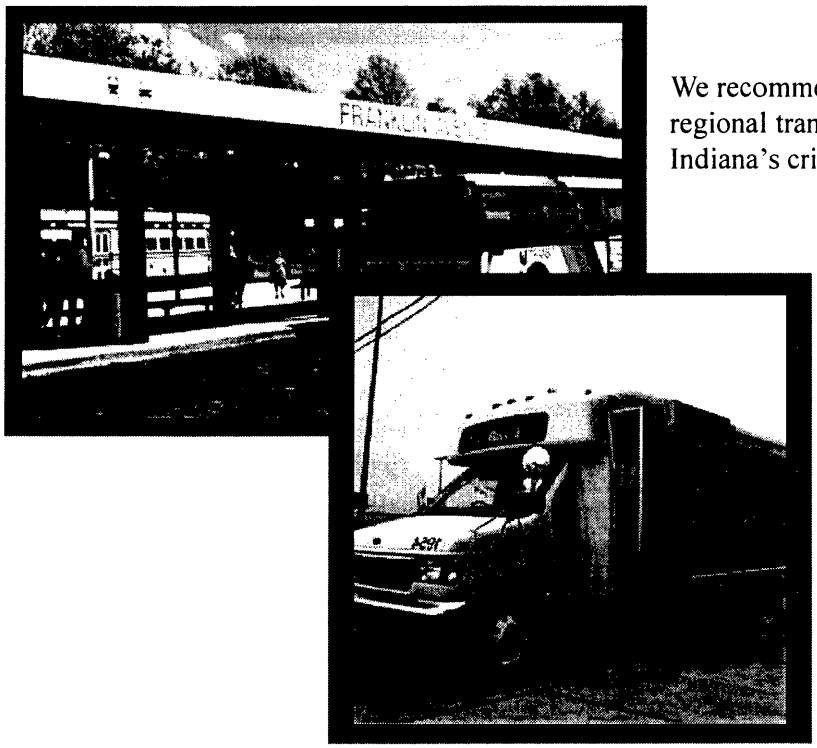
PLANNING - Planning Commissioners Journal's web resources: www.plannersweb.com

REGIONAL ISSUES, RESOURCES - National Association of Regional Councils: www.narc.org

SMART GROWTH - Smart Growth Network: www.smartgrowth.org

SUSTAINABLE COMMUNITIES - Sustainable Communities Network: www.sustainable.org

TRANSIT PLANS



We recommend that a mutually created and coordinated regional transit plan be developed to meet Central Indiana's critical transportation needs as it grows.

The Situation Analysis points to immediate and emerging transit needs and opportunities in every section of the nine-county region. There is a significant unmet transit demand in literally every urban center in the region. The Mass Transit Service Plan Study that is currently being developed by the Metropolitan Planning Organization (MPO) and the Central Indiana Regional Transit Alliance (CIRTA) indicates that meeting this local demand and coordinating transit efforts from one community to another will be efficiently and effectively addressed through a regional transit plan.

In the face of increasing congestion, air quality concerns, and the challenge to help the region's citizens travel well, Central Indiana communities should cooperate together to achieve the best possible transportation outcomes. Rather than piecemeal, duplicative, and disconnected efforts, a transit system as big as the heart of Central Indiana needs to be developed to better serve all communities. In this manner, the transportation needs of each community will be addressed and its citizens better connected to their neighbors and opportunities across the region.

The region's leaders and planners should coordinate their planning and financing efforts, capitalizing on the regional coordination stipulations of TEA-21 to access available federal funds. This incentive for cooperation should be an important step, in addition to the Mass Transit Service Plan, in implementing transit that makes sense for all citizens of the region. Efforts should build on the infrastructures already in place in such coordinating and service delivery entities as CIRTA and IndyGo. The executive leaders of local and county governments should establish local incentives for full cooperation and equitable representation in regional transit planning. This could also be accomplished through state legislation.

WEB RESOURCES

LAND USE
Land Use Forum Network: http://www.lufnet.org/

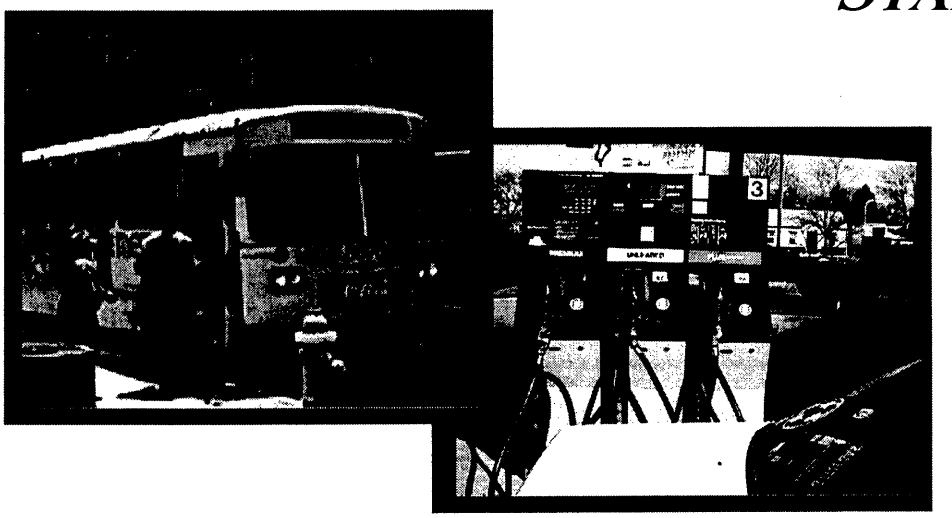
PLANNING
Planning Commissioners Journal's web resources: www.plannersweb.com

REGIONAL ISSUES, RESOURCES
National Association of Regional Councils: www.narc.org

SMART GROWTH
Smart Growth Network: www.smartgrowth.org

SUSTAINABLE COMMUNITIES
Sustainable America: National Town Meeting: www.sustainable-usa.org

Adequate, Stable Funding



We recommend that stable and adequate funding be pursued and developed to sufficiently resource the integrated transportation options set forth in the *Vision Plan.*

Charting the population and transportation growth challenges facing Central Indiana, the Situation Analysis points to an inevitable reality—major investment in transportation throughout the region over the next twenty years in order to maintain the mobility standards that our citizens and businesses consider reasonable. The Situation Analysis also points out that roadway expansion alone will not meet the growing demand and service needs. Transit infrastructure and efficient, congestion-reducing alternatives need to be put in place.

Roadway and transit development represents a major investment for which publicly acceptable levels of resources will be necessary. As Central Indiana plans for its best future and counts the cost of various options—including the high cost of doing nothing—stable funding strategies dedicated solely to transit should be adopted.

In anticipation of this, research conducted for the Vision Plan indicates that the most effective funding structures utilized in other recently-developed, region-wide transportation systems include user fees combined with a local or regional sales or gas tax *dedicated to specific transit and transportation objectives.* This is in addition to federal, state, or local transit and transportation funding that is available to communities and regions. Citizen input received in the Vision Plan process indicates that this is also a preferred method of financing specific transit and transportation objectives in Central Indiana.

It is essential that local, regional, and state-level decision-makers provide leadership in establishing a mechanism to adequately support a reasonable investment in transportation that will relieve congestion, curtail mobile-source ozone pollution, and preserve Central Indiana's quality of life for the future generations.

Web Resources

CENTRAL INDIANA CIVIC/REGIONAL ORGANIZATIONS
Central Indiana Regional Citizens League: www.circl.org

CENTRAL INDIANA ECONOMIC DEVELOPMENT
Heart of Indiana: www.greaterindy.com
Indianapolis and Central Indiana High Technology Partnership: www.wiredinspired.com

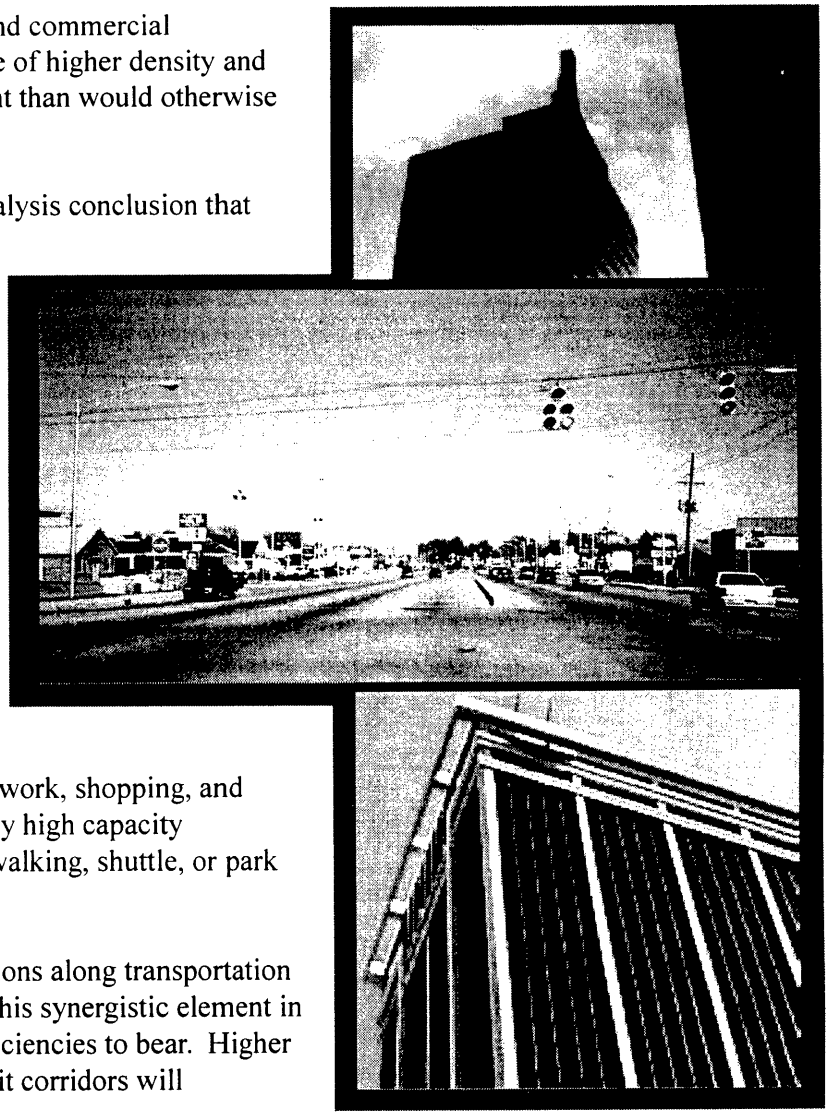
REGIONAL ISSUES, RESOURCES
Citistates Group: www.citistates.com; Neil Pierce and associates.

SMART GROWTH
Smart Growth Network: www.smartgrowth.org

SUSTAINABLE COMMUNITIES
Sustainable Communities Network: www.sustainable.org

ZONING FOR TRANSIT

We recommend that zoning for residential and commercial development along major transit corridors be of higher density and with a greater focus on strategic development than would otherwise apply to residential and commercial areas.



This strategy complements the Situation Analysis conclusion that population growth in the region has historically taken place primarily along transportation corridors. Growth will continue to cluster along transportation corridors that efficiently move citizens to and from their chosen destinations. So it is imperative that these corridors be developed strategically, i.e., in such a manner that their mobility efficiency is enhanced by transit alternatives and not reduced by gridlock.

Higher capacity and density of facilities creates a breakthrough threshold that will maximize the usefulness and viability of transit options like light rail. High capacity work, shopping, and residential facilities will be complemented by high capacity transportation systems that are within easy walking, shuttle, or park & ride facility distance.

The total transportation flow and transit options along transportation corridors should be strategically planned. This synergistic element in planning can bring significant economic efficiencies to bear. Higher capacity and density of facilities along transit corridors will maximize the convenience and cost-effectiveness for citizens and commerce.

Zoning ordinances, adopted locally, will reinforce this priority particularly near crossroads, major intersections, and around transit stations.

WEB RESOURCES

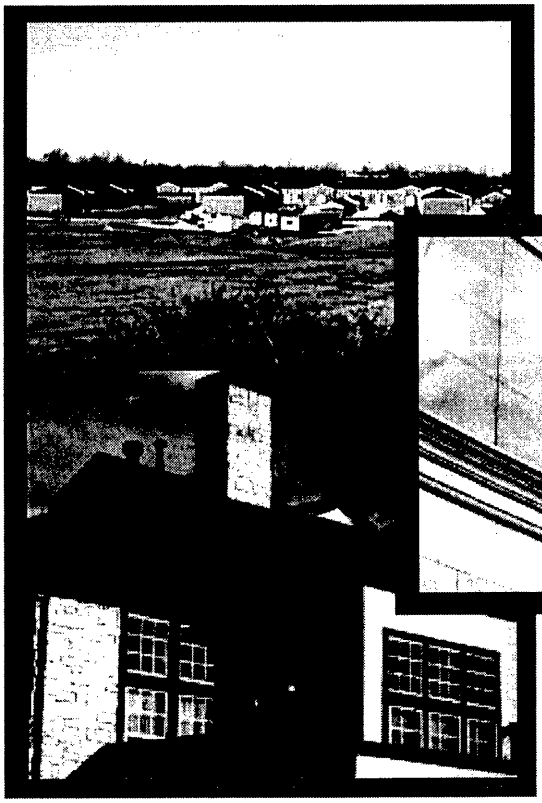
LAND USE
"Flagstaff 2020": www.flagstaff.az.us/Flagstaff_2020/lnduse_l.html

LIGHT RAIL
Rail-Volution Conference: www.tri-met.org/railvol/index.htm

PLANNING
Planning Commissioners Journal's web resources: www.plannersweb.com

TRANSPORTATION STUDIES & RESOURCES
Transportation Action Network: www.transact.org

Mixed-Use Options



We recommend that mixed use, compact development designs, which combine the accessibility of small-town amenities with land-conserving development design, be fully explored and implemented in Central Indiana.

The Situation Analysis indicates that existing land use and development patterns have contributed to dramatic increases in vehicle use, vehicle miles traveled, and vehicle hours traveled. The Vision Plan has sought to find feasible ways to reduce auto dependency as a means of reducing congestion. We find the emerging New Urbanist or neo-traditional design and market demand encouraging.

Commercial and residential areas planned in close proximity to each other, and with a range of housing options available, will encourage walking and biking as viable options for neighbors who choose to rely less and less on their vehicles for convenience and transportation. Mixed use, compact development combines the accessibility of small-town amenities with land-conserving development design. This is one option Central Indiana neighbors should be able to choose as the region grows.

To encourage this design option, local planners and zoning boards will need to adjust zoning and building codes to accommodate mixed uses and the compactness required. Precedent has been established in several neo-traditional communities designed and established across the nation.

New development should not be the only focus of this strategy. Neighborhoods and communities that are transitioning or rehabilitating should consider this design in their strategic planning.

Web Resources

CENTRAL INDIANA ECONOMIC DEVELOPMENT
Indianapolis and Central Indiana High Technology Partnership: www.wiredinspired.com

GROWTH DIALOGUE, RESOURCES
"Why Sprawl Is Good" article: www.cascadepolicy.org/growth/gordon.htm

LAND USE
Land Use Forum Network: http://www.lufnet.org/

PLANNING
Planning Commissioners Journal's web resources: www.plannersweb.com

REGIONAL ISSUES, RESOURCES
National Association of Regional Councils: www.narc.org

SUSTAINABLE COMMUNITIES
Sustainable America: National Town Meeting: www.sustainable-usa.org

INFILL & BROWNFIELDS

We recommend that communities develop homes and businesses on in-town properties that have been left vacant (infill) or abandoned due to prior industrial contamination (brownfields).

Infill means "filling in" vacant or bypassed lots with quality homes or rehabilitating abandoned housing. Infill housing and development builds upon the good infrastructure that communities have historically invested in. The Situation Analysis shows that there are thousands of possibilities for infill development within Marion County alone, development that would increase the livability and economic capacity of existing neighborhoods and communities. Infill maximizes the value and convenience of transit in urban centers.

Brownfields development involves businesses and communities redeveloping properties that have been left contaminated and abandoned. As an alternative to outward-bound growth, areas already served by good urban infrastructure, including transit, can become home to new residential and commercial neighbors. Hundreds of acres in the region have full infrastructure access and are viable sites for brownfields redevelopment.

Both infill and brownfields strategies are supported by national livable communities strategies and many are eligible for financial incentives. These incentives should be explored fully for the immediate and long-term development possibilities for Central Indiana. Infill and brownfields should not just be considered in reference to Indianapolis, but to each community in the region where such properties exist.

WEB RESOURCES

BROWNFIELDS DEVELOPMENT
Brownfields development guide: www.smartgrowth.org/library/brownfields_tool/brownfields_priority_set.html

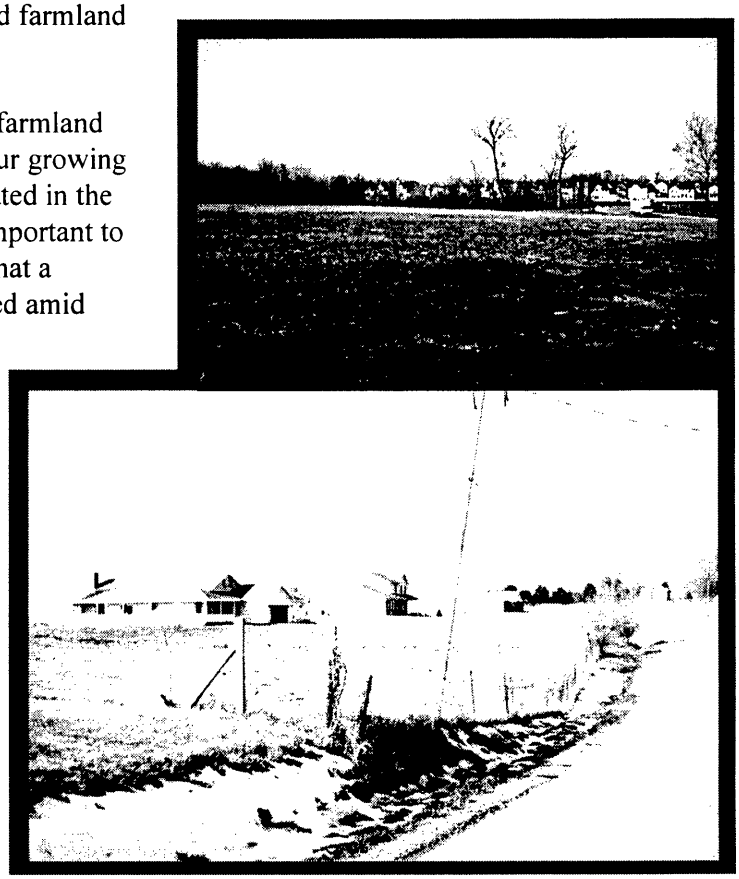
INDIANA ENVIRONMENTAL ORGANIZATIONS
Directory of Indiana environmental organizations: http://www2.inetdirect.net/~ecoindy/orgs/
Hoosier Environmental Council: www.envirolink.org/orgs/hecweb

LAND USE
Land Use Forum Network: http://www.lufnet.org/
The Center for Land Use Interpretation: http://www.clui.org/
Lincoln Institute of Land Policy: www.lincolninst.edu/home.html

PRESERVING LAND

We recommend that a nine-county plan be developed to strategically preserve some existing open spaces and farmland through the use of land trusts.

The conversion of open spaces, wooded areas, and farmland into commercial and residential uses is a given in our growing metropolitan area. However, citizens who participated in the Vision Plan process have indicated to us that it is important to them that these conversions be more strategic and that a generous amount of open spaces should be preserved amid development. In fact, participants articulated that open spaces should be preserved as an essential value of their small town and urban communities' quality of life.



Solving the quandary of land preservation and the right of property owners to sell at market value, land trusts should be established and used to assist communities to achieve this vision. Land trusts are private or public funds designated to purchase land that is valuable to the region in its native habitat or historic use. Land trusts will be used to acquire open spaces or development rights at market rates so that the aesthetic and environmental quality of Central Indiana will be maintained as the region grows.

In order to make land preservation strategic in the region, communities across the region should work together to develop a region-wide plan. The plan would establish priorities, articulate a range of feasible strategies for preserving land, and call for the kinds of funding mechanisms and choices that will help communities achieve this vision in practical ways.

WEB RESOURCES

FARMLAND PRESERVATION
Hoosier Farmland Preservation Task Force Final Report: www.ai.org/oca/press.html

GROWTH DIALOGUE, RESOURCES
"Why Sprawl Is Good" article: www.cascadepolicy.org/growth/gordon.htm
"Sprawl Resource Guide" at www.plannersweb.com/sprawl.html
Alternatives to Sprawl guide: www.brook.edu/press/books/sprawl.htm

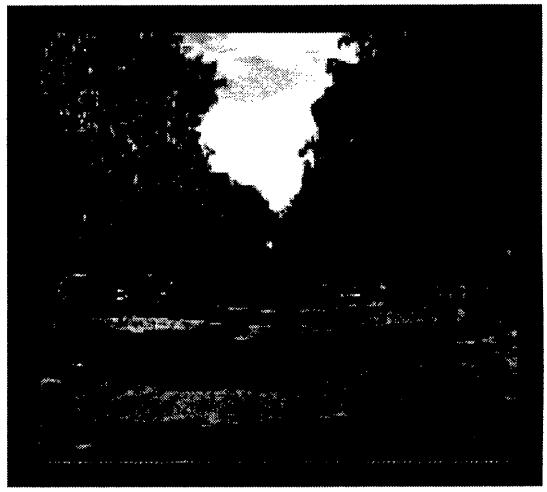
LAND USE
Land Use Forum Network: http://www.lufnet.org/
The Center for Land Use Interpretation: http://www.clui.org/
Lincoln Institute of Land Policy: www.lincolninst.edu/home.html
Urban Land Institute: www.uli.org

SMART GROWTH
Smart Growth Network: www.smartgrowth.org

PATHS, LANES, AND SIDEWALKS

We recommend that adequate paths, lanes, and sidewalks should be included in existing and new residential and commercial development.

The Situation Analysis found that Central Indiana has a long way to go to become a pedestrian friendly region. Many neighborhoods and roadways have no sidewalks. And many residential and commercial developments that *do* have sidewalks do not connect one development to another. Connectivity is a critically missing piece in Central Indiana's walkability. The impact of this translates into a higher rate of auto dependency when walking or biking might be a preferred choice for short trips or for commuting.



Paths, lanes, and sidewalks reduce dependency on autos for short trips—a significant contributor to surface-level ozone—and connect neighbors and neighborhoods to each other. Biking and walking paths create options and improve safety for citizens, as well as contribute to the aesthetic and desirability aspects of communities across Central Indiana.

We find it encouraging that regional greenways and pathways plans have been articulated. These planning efforts should be considered locally and incorporated into local and inter-local planning, giving attention to the critical areas where paths can assist citizens to travel safely within their own communities.

Communities should consider feasible ways to provide sidewalks where they do not currently exist, but where their presence would create a higher quality of living for citizens. And communities should assess the safety and usefulness of existing sidewalks and paths, upgrading walking and biking facilities where necessary.

WEB RESOURCES

BICYCLE RESOURCES
Indiana Bicycle Coalition: www.bicycleindiana.org

PEDESTRIAN ADVOCACY
America WALKS Network: www.webwalking.com/amwalks

TRAILS
Indiana Rail Trails: www.state.in.us/dnr/outdoor/railtrai.htm
Monon Trail Website: www.monontrail.com/docs/
"The Impacts of Rail-Trails," (1992) www.ncrc.nps.gov/rtca/rtc/impact.htm

Likewise, pedestrian and biking facilities and amenities should be included in the transit planning, making it easy for citizens to transition, for instance, from bike to rail to bus. This is an essential part of a multi-modal transportation system, creating options and increasing accessibility for the citizens of Central Indiana.

Model Planning

We recommend that communities across Central Indiana cooperate together to consider and utilize model zoning strategies that achieve the land use and transit readiness portions of the vision for Central Indiana's mobility future that we have articulated.

The Situation Analysis indicates that communities across Central Indiana do not currently utilize interchangeable or, in many cases, comparative zoning and planning criteria. Through the Public Opinion Laboratory survey and public forums, we found that citizens clearly support better coordination in zoning and planning across the region. Achieving this - while respecting the autonomy of counties and local communities - is important.

The development and distribution of a Central Indiana-specific regional planning guide, based on proven examples and best practices from Central Indiana and other regions, can inform local units of government of land use and development tools that give them Vision Plan-friendly options in decision making.

Through the use of this tool, as well as inter-local planning on transportation corridors, we envision that communities across Central Indiana will cooperate together to consider and utilize model zoning strategies that optimize the capacities of transit and growth-sensitive land use. The efficiencies that come from such cooperation will contribute to an increased quality of life as the region grows.

Web Resources

GROWTH DIALOGUE, RESOURCES
"Why Sprawl Is Good" article: www.cascadepolicy.org/growth/gordon.htm
"Sprawl Resource Guide" at www.plannersweb.com/sprawl.html
"Growing Smarter" article at www.smartgrowth.org/library/Richard_Moe.html
Alternatives to Sprawl guide: www.brook.edu/press/books/sprawl.htm

REGIONAL ISSUES, RESOURCES
Citistates Group: www.citistates.com; Neil Pierce and associates.
National Association of Regional Councils: www.narc.org

CHAPTER FIVE

NEXT STEPS

NEXT STEPS FOR CENTRAL INDIANA

The ultimate and concluding questions of a study like the *Vision Plan* are of a "So what?" and "What now?" variety. The only realistic response to such questions is "That depends."

In some ways, the *Vision Plan* has already achieved what it set out to do—to engage citizens from across the region to envision and map a realistic mobility terrain for Central Indiana's future. This preferred future and the choices that will be necessary to achieve it are clearly outlined in these pages. The *Vision Plan* process to this point has moved citizens from a role of being voiceless applauders and reactive detractors to being proactive vision casters in one of the most important challenges for the region's future. As such, we hope it is the first of many such studies that engage the region's citizenry to be out in front of emerging and critical regional issues.

In other ways, the *Vision Plan* simply states the case; it does not move the region one step closer to that mobility future. Frankly, apart from strategic, cooperative, decisive leadership by local and county government, community advocates, business, and industry officials, the *Vision Plan* is just another investment in planning that goes nowhere. We are hopeful, however, that the region's decision-makers will use the substance of this study to cooperate together to take forward-looking, sensible next steps to preserve and provide for the quality of life of Central Indiana citizens have come to expect.

Our deliberations and recommendations point to a series of possible "next steps" that should be weighed and acted on at local, county, regional, and state-wide levels:

1. The *Vision Plan* should be used as a primary **"template" or "context" for decisions regarding region-wide transportation and land use planning** in Central Indiana. The *Vision Plan* principles and recommendations should be examined at local levels and linked to decisions related to roadway development, commercial and residential development, pathways and connectivity, investment in transit, etc. The *Vision Plan* offers locally-elected officials and community leaders deliberated preferences for consideration in their transportation and land use decisions. As each community and county reviews its comprehensive plan, the *Vision Plan* principles should be incorporated into long-range strategies.

2. As **a public information tool** the *Vision Plan* will inform a wide range of Central Indiana citizens about the emerging challenges of current transportation and land use practices as well as the alternatives that are possible. Our sense is that the vast majority of Central Indiana residents are not yet aware of the emerging crisis in transportation, nor thoughtful about the range of choices that are possible. The *Vision Plan*, as a curriculum component in civic education and/or a speakers bureau, should continue to inform an ever-broadening range of citizens about the issues and alternatives.

3. The Vision Plan **informs and resources other, more community- or project-specific studies** and planning efforts in the region. Currently, the *Vision Plan* connects with the Regional Mass Transit Service Plan being conducted by the Metropolitan Planning Organization (MPO) in association with the Central Indiana Regional Transit Alliance (CIRTA). The *Vision Plan* also dovetails with the Northeast Corridor Study (ConNECtions), which is examining transportation alternatives and choices for the northeast quadrant of the metropolitan area. Both of these studies are utilizing the principles and recommendations of the *Vision Plan* to recommend choices to their respective constituencies. Taken together, these three studies make a very convincing case for multi-modal transportation and transit development in Central Indiana. The Vision Plan creates a context for further robust discussion of the need for transportation alternatives in other locations as the region grows.

4. *Vision Plan* principles and strategies should be incorporated into **a planning guide** for local and regional planning. Consistent with the eleventh recommendation, a planning guide will be developed that puts *Vision Plan*-sensitive zoning, land use, and planning ordinances and recommendations into the hands of county commissioners, local planning boards, zoning appeals boards, etc. This puts practical tools into the hands of local decision-makers who desire to prepare their communities and counties for the future envisioned herein.

5. *Vision Plan* principles and strategies may **shape legislation regarding region-wide transportation and land use**, such as encouraging the development and use of land trusts or provision for major investment in public transit alternatives to combat congestion amid continuing growth. Legislation regarding the development of a regional transit authority has already been developed. Provision for dedicated, adequate, stable funding for an efficient multi-modal transportation system for Central Indiana and other metropolitan areas of Indiana is also a legislative possibility.

6. The *Vision Plan* serves as a **catalyst for citizens to become re-engaged in decision making** in regional issues beyond transportation and land use. The process of bringing citizens together to deliberate a regional issue before extreme positions are formed and battle lines are drawn is important for getting at better outcomes for citizens, communities, and their respective leaders. If the recommendations of the *Vision Plan* are valued and acted upon by leaders, with long-term benefits to our citizenry, then the process should be utilized in other regional issues as well.

7. *Vision Plan* principles point to the need for **a representative land use planning council** which can foster commonly-valued zoning and planning practices across the region. ***While all land use decisions in Central Indiana should remain local***, better coordination and cooperation on zoning and planning can be achieved through a council that meets regularly to share information, explore mutually-beneficial strategies, and identify land that should be preserved.

With the issue of this Final Report of the *Vision Plan*, we believe the time is right for Central Indiana's primary decision-makers to lead in the planning and development of a truly multi-modal transportation system and to call for land development that complements it. Instead of planning transit piecemeal community by community, the time is right for regionally-coordinated planning. And instead of waiting until the region is gripped in gridlock and locked out of further economic growth due to sanctions imposed by the Environmental Protection Agency (EPA) for ozone violations, communities should voluntary adopt *Vision Plan* land use strategies as a first step to preserving quality of life.

Now that Central Indiana citizens have voiced their preferred solutions, leadership in transportation and land use in Central Indiana should come from a coalition of municipal, business, and citizen representatives. Working together, a leadership coalition can move these recommendations toward realization with minimal political risk and with maximum community impact.

CHAPTER SIX

ACKNOWLEDGEMENTS

Thank You

The members CIRCL Board of Directors would like to extend their gratitude and appreciation to the sponsors for their financial support of the *Vision Plan* project. Through this endeavor, citizens across Central Indiana have been brought to the planning table and have expressed ***their*** vision for our region's future.

In addition, the CIRCL Board would like to applaud the members of the Steering Committee for their foresight and devotion to the *Vision Plan* project. Through their stewardship, time, and energy, these Committee members have demonstrated true leadership and concern for our region.

Most of all, the CIRCL Board wants to thank all of the Central Indiana citizens who participated in the *Vision Plan* project. Because of your commitment and concern for our collective future, you have upheld the primary privileges of citizenship. Through your investment in time and your willingness to look at alternative choices, ***You*** have formed viable, creative solutions to one of our region's most pressing concerns.

Thank you,

CIRCL Board of Directors

Sponsors of the
Central Indiana Transportation and Land Use Vision Plan

LILLY ENDOWMENT INC

United Way of Central Indiana

St. Vincent

CIRCL

Special Thanks to the Steering Committee Members whose hard work and dedication made the *Vision Plan* a reality.

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American Red Cross/Indy

Rick Wilson.
Congressman Dan Burton

Lou Zickler
CIRCL Board President

(as of October 1999)

CHAPTER SEVEN

RESOURCES

COMMUNITY RESOURCES

The following web resources can be found at the identified Internet locations (current in January 2000). The list is obviously brief and incomplete. It is merely representative of resources related to urban growth, transportation, and land use. It points those interested in exploring these issues more extensively in good directions. Some effort has been made to identify resources which are significant for Central Indiana.

CIRCL is interested in receiving new web resource links and related articles or books on urban growth, transportation, land use, and community organizations. When discovered, please considering submitting them to us via e-mail at circl@in.net. We will post them for others as links on our web site at www.circl.org.

BICYCLE RESOURCES
Indiana Bicycle Coalition: www.bicycleindiana.org

BROWNFIELDS DEVELOPMENT
Brownfields development guide: www.smartgrowth.org/library/brownfields_tool/brownfields_priority_set.html

CENTRAL INDIANA CIVIC/REGIONAL ORGANIZATIONS
Central Indiana Regional Citizens League: www.circl.org

CENTRAL INDIANA ECONOMIC DEVELOPMENT
Heart of Indiana: www.greaterindy.com
Indianapolis and Central Indiana High Technology Partnership: www.wiredinspired.com

GREENSPACE AND FARMLAND PRESERVATION
Central Indiana Land Trust: www.cilti.org
Hoosier Farmland Preservation Task Force Final Report: www.ai.org/oca/press.html

GREENWAYS
Indianapolis area greenways: www.indygov.org/parks/greenways/info.htm

GROWTH DIALOGUE, RESOURCES
"Why Sprawl Is Good" article: www.cascadepolicy.org/growth/gordon.htm
"Sprawl Resource Guide" at www.plannersweb.com
"Growing Smarter" article at www.smartgrowth.org/library/Richard_Moe.html
Alternatives to Sprawl guide: www.brook.edu/press/books/sprawl.htm

INDIANA ENVIRONMENTAL ORGANIZATIONS
Directory of Indiana environmental organizations: http://www2.inetdirect.net/~ecoindy/orgs/
Hoosier Environmental Council: www.envirolink.org/orgs/hecweb

LAND USE
Land Use Forum Network: http://www.lufnet.org/
The Center for Land Use Interpretation: http://www.clui.org/
Lincoln Institute of Land Policy: www.lincolninst.edu/home.html
Urban Land Institute: www.uli.org
"Flagstaff 2020" information on land use: www.flagstaff.az.us

LIGHT RAIL
The Light Rail Transit Association: http://www.lrta.org/
Light Rail project in Portland, Oregon: http://www.teleport.com/~samc/max/
Rail-Volution Conference: www.tri-met.org/railvol/index.htm

PEDESTRIAN ADVOCACY
America WALKS Network: www.webwalking.com/amwalks

GREENSPACE PRESERVATION
Central Indiana Land Trust: www.cilti.org

PLANNING
Planning Commissioners Journal's web resources: www.plannersweb.com

REGIONAL ISSUES, RESOURCES
Metropolitan Indianapolis Board of Realtors: www.mibor.com
Builders Association of Greater Indianapolis: www.bagi.com
Citistates Group: www.citistates.com; Neil Pierce and associates.
National Association of Regional Councils: www.narc.org

SMART GROWTH
Smart Growth Network: www.smartgrowth.org

SUSTAINABLE COMMUNITIES
Sustainable America: National Town Meeting: www.sustainable-usa.org
Sustainable Communities Network: www.sustainable.org

TRAILS
Indiana Rail Trails: www.state.in.us/dnr/outdoor/railtrai.htm
Monon Trail Website: www.monontrail.com/docs/
"Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors," (1995) www.nps.gov/pwro/rtca/econ_index.htm
"The Impacts of Rail-Trails," (1992) www.ncrc.nps.gov/rtca/rtc/impact.htm

TRANSPORTATION STUDIES & RESOURCES
CONNECTIONS, Northeast Corridor study: www.indygov.org/indympo/connections
Indiana Department of Transportation: www.ai.org/dot
"Inside the Black Box: Making Transportation Models Work for Livable Communities": www.uwm.edu/dept/CUTS/primer.htm
PB Network (resources under "PB in Print"): www.pbworld.com
Surface Transportation Policy Project: http://www.istea.org
Texas Transportation Institute of Texas A&M University: http://tti.tamu.edu
Transportation Action Network: www.transact.org
Transportation Partners (a resource by EPA): www.epa.gov/tp/

APPENDICES

The Public Opinion Laboratory
425 University Blvd.
Indianapolis, IN. 46202
Phone 317.274.4105
Fax 317.278.2383

The Public Opinion Laboratory

Central Indiana Residents' Opinions on Development & Its Impacts

Results of A Nine-County Telephone Survey of Indiana Residents

By
Lana Bandy, Brian Vargus & Jill Bakehorn

October 1998

Indiana University - Purdue University, Indianapolis

Background

In July 1998, representatives from United Way of Central Indiana contacted the Indiana University Public Opinion Laboratory about the possibility of measuring public opinion toward various transportation, growth, development and community involvement issues in Central Indiana. It was decided that a telephone survey of Central Indiana residents would be the most effective method of measuring the opinions of a random and representative sample of the population.

The complexity of the issues under study were such that extensive design and pretest was needed to assure accuracy. Over the course of six weeks, staff members at the Public Opinion Laboratory designed and tested many questionnaires. The questionnaire was also thoroughly reviewed and revised by United Way committee members. Finally, with input from all sides, a final questionnaire was agreed upon (see Appendix B, The Questionnaire). Specifically, the research was designed to measure the opinions of Central Indiana residents in regard to:

*Perceptions of growth and development over the past five years
*Perceptions of traffic flow/congestion during daily commutes
*Support for various policies to control future development
*Willingness to pay additional taxes for roadway expansion, public transportation, etc.
*Strengths/weaknesses of public transportation
*Desire for a light rail train system connecting Noblesville and Indianapolis
*Desire to participate in community groups/decision-making
*Responsibility for resolving community problems

To measure public opinion regarding these issues, professional and highly trained interviewers at the Public Opinion Laboratory interviewed a random and representative sample of 1,422 Central Indiana residents. The following report discusses the main findings from the research. For a complete description of the methodology, see Appendix A. For a complete distribution of answers to each question asked, refer to Appendix C, Marginal Tabulations.

The Sample

Before a discussion of the main findings from the research, it is important to have a picture of the people interviewed. The gender distribution of the sample was 48% male and 52% female. Interviews were conducted in nine Central Indiana counties, as shown in Table One below. The research was designed to interview 200 residents of the most populous counties in Central Indiana and 100 residents in the other counties. Thus, the unit of analysis in most cases with this data, is the county. It is important to remember that each respondent was selected as part of an age/gender quota reflecting representativeness within their county.

TABLE ONE: INTERVIEWS PER COUNTY

County	Number	Percent
Marion	201	14.1 %
Boone	103	7.2 %
Hamilton	202	14.2 %
Madison	204	14.3 %
Hancock	103	7.2 %
Shelby	103	7.2 %
Johnson	203	14.3 %
Morgan	103	7.2 %
Hendricks	200	14.1 %

Our Main Findings section will report on the unweighted results of the 1,422 interviews shown above. We will report on results from "weighted" data separately. This weighted data will reflect population distributions in each county – so larger counties receive more "weight" than smaller counties. In the case of that "weighted" data set, the unit of analysis becomes the individual resident of each county.

Seventy-six percent of the respondents owned their place of residence, and as shown below (in Table Three), respondents had lived in their communities from zero years (six months or less) to 88 years. The average was 21 ½ years.

TABLE TWO: YEARS LIVED IN COUNTY

Minimum	0
Maximum	88
Mean	21.54

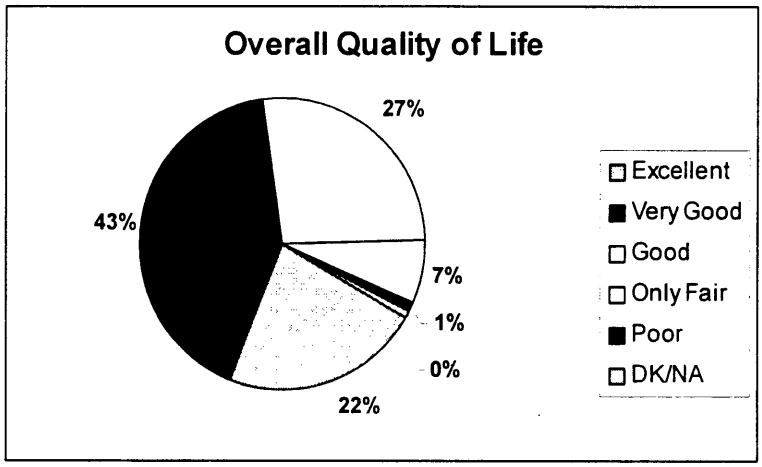
TABLE THREE: AGE DISTRIBUTION OF SAMPLE

	Number	**Percent**
18 to 34	439	30.9
35 to 54	610	42.9
55 +	373	26.6

About 8% reported themselves as other than Caucasian or "non-white." In terms of educational attainment, the largest group fell into the high school graduate category (34.2%) and 32.4% reported they were a college graduate or hold a post-graduate degree. Among those responding to the question, 23.8% reported a household income between $40,000 and $60,000. Another 22.2% reported their income as between $20,000 and $40,000. This reflects a close approximation to the national median household income as reported by the U.S. Census Bureau.

Main Findings

Interviewers began each call by reading an introduction that described who we are and the reason for our call. We screened each person selected by assuring that they were at a residential telephone in one of the nine Central Indiana counties under study. The first substantive question asked was "How would you rate the overall quality of life in your community?" As shown in the graph below, respondents reported being satisfied with their quality of life. Almost 92% said "excellent," "very good" or "good."



When we look at these responses broken down by county, there are several differences, as the table below indicates. Respondents in Hamilton County were much more likely to rate their community as "excellent" or "very good."

TABLE FOUR: QUALITY OF LIFE BY COUNTY

County	Excellent/ Very Good	Good	Only Fair/ Poor	DK/NA
Marion	59.2	27.9	11.5	1.5
Boone	71.8	17.5	8.7	1.9
Hamilton	**81.6**	14.9	3.5	0
Madison	48.5	38.7	12.8	0.0
Hancock	73.8	22.3	2.9	1.0
Shelby	50.5	**39.8**	9.7	0
Johnson	72.4	21.7	5.4	0.5
Morgan	52.5	34.0	**13.6**	0.0
Hendricks	68.5	26.0	5.5	0.0

Next, we began a series of questions asking respondents about growth in Central Indiana. We asked, "Over the years, communities grow and change. How would you rate the development that has occurred in Central Indiana in the past five years or so? That is, would you say changes have been for the better, have made things worse, or have had no effect on you and your family?" Almost 62% of the respondents said change has been "for the better." Another 20% said it has had no effect on them, while 14% said change has "made things worse."

If we look at this question by county, "for the better" responses have highs of 70.9% in Hancock County and 68.3% in Hamilton County. "Worse" responses are highest in Hendricks County (20%) and Johnson County (19.2%). Still, in each county the majority of responses said the changes have been for the better (see below).

TABLE FIVE: PERCEPTION OF "CHANGE" BY COUNTY

County	Better	Worse	No Effect	DK/NA
Marion	63.2	10.9	21.4	4.5
Boone	50.5	17.5	24.3	7.8
Hamilton	68.3	12.4	11.4	8.0
Madison	59.3	6.4	32.4	2.0
Hancock	**70.9**	8.7	14.6	5.8
Shelby	52.4	8.7	**37.9**	1.0
Johnson	59.6	19.2	14.8	6.4
Morgan	59.2	17.5	20.4	2.9
Hendricks	66.5	**20.0**	10.5	3.0

As a follow up, we asked respondents "Why do you say that?" Respondents who were positive toward the changes were most likely to mention that the roads are better and it is easier to travel. They also said that businesses are now more prevalent and conveniently located. Others mentioned that with the growth has come "better schools."

TABLE SIX: POSITIVE ASPECTS OF GROWTH

	Number	Percent
Roads are better/Travel is easier	203	15.1%
Businesses conveniently located	200	14.9%
Schools are better	164	12.2%
Jobs are more plentiful	119	8.9%
More/Better neighborhoods	117	8.7%
General Positive	116	8.6%

On the other hand, respondents said growth has led to increased traffic, overcrowding and a loss of the community's rural environment.

TABLE SEVEN: NEGATIVE ASPECTS OF GROWTH

	Number	Percent
Roads/Traffic Bad/Travel Harder	56	19.8%
Overcrowding (Too many people)	38	13.4%
Too many houses being built	27	9.5%
Rural life is eroding	24	8.5%

We next asked all respondents:

> "People have different opinions about growth in Central Indiana. Some say Central Indiana is growing too fast. They say growth is causing too much traffic congestion and taking away too much greenspace. Others say the area must grow to stimulate economic development and new jobs. (REVERSE OPTIONS EACH INTERVIEW) What about you? Would you say there has been too much, too little or just the right amount of growth in your area of Central Indiana?"

The majority of respondents – 51.4% -- said there has been "just the right amount" of growth in their area. Almost 39% said "too much," while just 6.2% said "too little." Respondents in Boone (46.6%) and Hamilton counties (46%) were slightly more likely to say there has been "too much" growth.

We prefaced the following series of questions with this statement:

> "Some people say we need to encourage development in Central Indiana to promote economic growth. Others say the area is becoming overdeveloped and that we need to control future development. These people have suggested several policies to help control or limit such

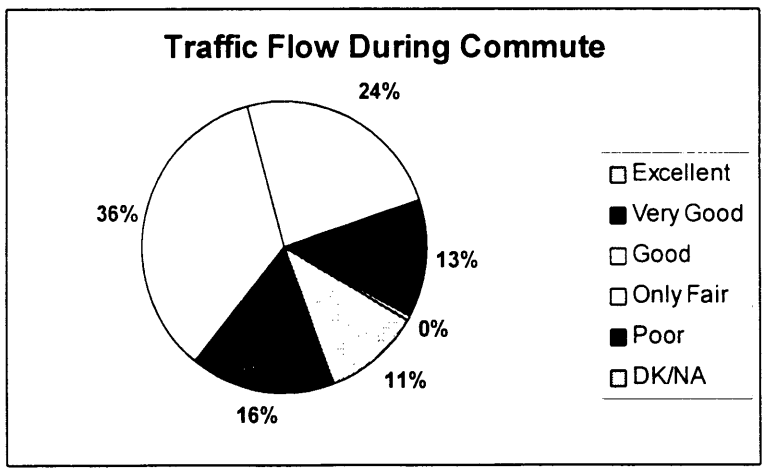
development. Please tell me whether you support or oppose the following policies:"

Respondents support for the policies ranged from a low of 38.5% (for increasing fees charged for new development) to a high of 65.9% (for establishing uniform planning and zoning across Central Indiana). It should be noted, however, that a significant number of respondents (12%) were unable to answer this question. There were no significant differences by county of residence.

TABLE EIGHT: SUPPORT FOR PROPOSALS

Proposal	% Favor	% Oppose
Establishing uniform planning and zoning across Central Indiana.	**65.9**	22.1
Setting a growth boundary around a city or town which would limit outward expansion	48.5	43.2
Increasing fees charged for new development.	38.5	51.7
Limiting new highway development.	38.5	**54.9**

Another series of questions discussed transportation issues. Over 70% of the respondents say they commute daily to a job, school or other location. The vast majority of these people – 98% -- commute by automobile. As shown below, about one-third of the respondents rate the traffic flow during their commute as "only fair" or "poor," while



another third rate it as "good."

Breaking these results down by county, we notice that respondents in Hamilton County are significantly more likely to rate the traffic flow as "only fair" or "poor." As Table Nine shows, almost 50% of all respondents rated it in this manner.

TABLE NINE: RATINGS OF TRAFFIC FLOW

County	% Excellent/ Good	% Good	% Fair/Poor
Marion	22.4	38.4	39.1
Boone	27.7	30.6	41.6
Hamilton	14.0	36.9	**49.1**
Madison	36.6	36.6	25.9
Hancock	39.5	32.9	26.3
Shelby	**40.8**	31.6	27.6
Johnson	24.7	32.9	41.8
Morgan	29.4	33.3	37.2
Hendricks	25.0	**38.6**	35.7

As may be expected, a large number of respondents – 87.7% -- said they have noticed an increase in traffic congestion over the past five years or so. Almost 96% of all respondents in Hendricks County said there has been an increase.

Respondents were asked how concerned they were about traffic congestion. We said "Transportation forecasts predict an increase in traffic congestion throughout the region. How would you describe your concern about this issue?" The results displayed on the next page show that Central Indiana residents are concerned about the situation. Respondents in Hamilton (84.1%) and Hendricks (83%) counties were most likely to say they were concerned (see Table 11).

TABLE 10: OVERALL CONCERN FOR INCREASED TRAFFIC CONGESTION

	Number	Percent
Very Concerned	368	25.9
Somewhat Concerned	737	51.8
Somewhat Unconcerned	222	15.6
Very Unconcerned	64	4.5

TABLE 11:
CONCERN FOR INCREASED TRAFFIC CONGESTION BY COUNTY

County	Very Concerned	Somewhat Concerned	Somewhat Unconcerned	Very Unconcerned
Marion	27.4	43.8	**19.9**	7.5
Boone	28.2	51.5	16.5	1.0
Hamilton	25.2	**58.9**	11.4	2.5
Madison	20.1	53.4	17.2	6.9
Hancock	17.5	55.3	17.5	**8.7**
Shelby	26.2	55.3	15.5	0.0
Johnson	25.6	50.7	16.3	4.9
Morgan	31.1	46.6	18.4	1.9
Hendricks	**31.5**	51.5	10.5	4.0

To help determine how concerned residents were about traffic congestion, we asked "Would you be willing to pay additional taxes for roadway expansion projects intended to reduce traffic congestion?" Opinions were split, as 42.6% said "yes" and 48.6% said "no." Some respondents mentioned that it "depends," especially upon the amount of the additional taxes and/or the necessity of it. The breakdown by county is shown in Table 12 on page 10.

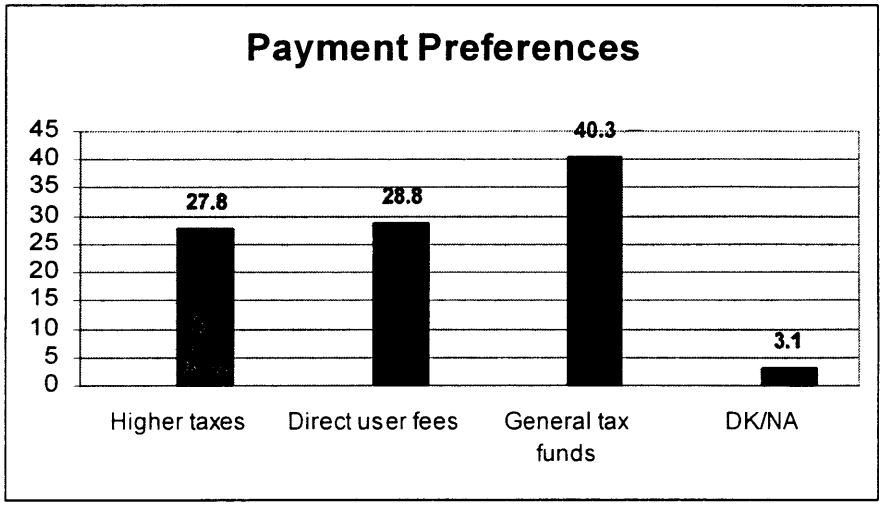
TABLE 12: WILLINGNESS TO PAY MORE TAXES BY COUNTY

County	Yes	No
Marion	40.8	51.7
Boone	41.7	47.6
Hamilton	**47.0**	50.5
Madison	40.7	51.0
Hancock	43.7	47.6
Shelby	32.0	**60.2**
Johnson	45.8	44.3
Morgan	43.7	49.5
Hendricks	43.5	46.0

As may be expected, respondents who said they were "very" or "somewhat concerned" about traffic congestion were more likely to say they would pay additional taxes to help solve the problem. Almost 50% of the "concerned" citizens said they were willing to pay more taxes, compared to 39% of the "unconcerned" citizens. We also crosstabulated willingness to pay more taxes by perceived amount of congestion[1], but the relationship was not significant.

Respondents who were not opposed to new taxes were asked which form of taxes they would prefer. As shown in the graph on page 11, given three choices, respondents are likely to want "general tax funds" to go toward reducing traffic congestion.

[1] Results to the question "Have you noticed an increase or a decrease in traffic congestion over the past five years or so?"



One way of reducing traffic congestion is, of course, increasing usage of public transportation. We asked respondents in Marion and Madison Counties, "Do you use a bus to get to work, school or any other place?" Just 28 respondents, or 6.9%, said "yes." As was hinted earlier in the research, respondents simply prefer to use their own automobiles when commuting. The top responses for "Why don't you use the bus system?" are displayed in the chart. Each respondent was allowed up to four responses (combined below).

TABLE 13: WHY DON'T USE BUS SYSTEM

	Number	Percent
Use my own car	196	40.2
Bus doesn't go where I need to go	123	25.3
No system I know of here	41	8.4
Reliability (lateness, etc.)	37	7.6
Don't travel/Don't travel much	14	2.9

Respondents had several suggestions on ways to improve the current bus system. Expanding routes (9%)[2], expanding hours (4.4%), having busses run more often (4.4%), having more busses (3.7%) and improving reliability (2.8%) were the most common

responses.

However, when asked "If the bus system were added or improved, how likely would you be to use it for some of your travels?", the majority (71.4%) still said they would be "not very likely" or "not at all likely" to use it. Still, 27.3% said they would be "very" or "somewhat likely" to use the system. There were no major differences in those areas where bus service is not currently available. In each case at least two-thirds of the respondents said they would not be likely to use the service.

When respondents were asked how much they would be willing to pay for "round trip...bus service in your city, the answers ranged from 0 to $10. There were 381 respondents to this question. The average rate given, dropping the one third (33.1%) who answered "don't know" and the 8.9% who said they could not give an answer, was $2.03 with a median and mode of $2. Respondents were also asked how much they were willing to pay "...a year to help develop more public transportation." The table below summarizes the results.

TABLE 14: AMOUNT WILLING TO PAY/YEAR TO HELP DEVELOP PUBLIC TRANSPORTATION

Amount	Number	Percentage[3]
$50	250	18%
$100	162	12%
$250	124	9%
$500	118	8.5%

Note that these questions were asked in both increasing and decreasing order to

[2] These numbers reflect the percentage of overall responses, not percentage of respondents who mentioned it.

[3] Percentages will not equal 100%, as "don't know" and "no answer/refuse" responses were not included.

avoid any "order effects."[4] Still, it is clear that only a small group is willing to make any substantial investments of public funds to improve public transportation in their area. At this point, given that these questions were asked of all respondents, the level of support is even less. Note that at a realistic level -- $250+ -- less than 10% of all respondents indicated a willingness to assume the financial burden to improve public transportation.

One type of public transportation system that could be developed is a light rail train system. This system would connect the downtown Indianapolis area with Castleton, Fishers and Noblesville. After describing the system to respondents in Marion, Hamilton and Madison Counties, we asked "Overall, what is your opinion of the idea of a light rail train system...?" Almost 80% of the respondent said they have a favorable opinion (see graph below). There were no significant differences by county of residence.

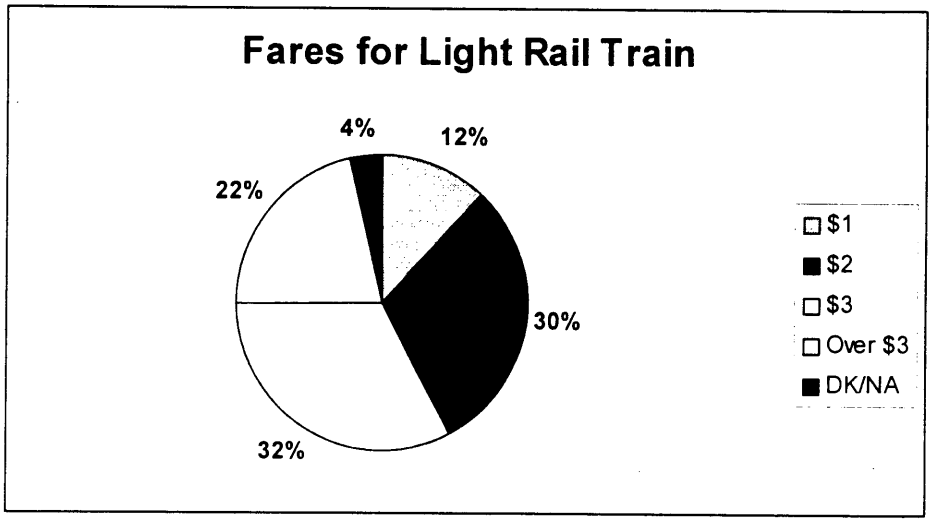
Respondents say they have a favorable "opinion" toward the light rail train system. Still, that does not mean they would use the system. It is possible they think it is a good idea, but that it would be for other people to use. So, we asked "Overall, how likely would you be to use a light rail commuter train to downtown Indianapolis or to Castleton, Fishers or the Noblesville area, if that option was available?" Over half – 56.2% -- said they would be "very likely" or "somewhat likely" to use the commuter train. Another 42.4% said they would be "not too likely" or "not at all likely." We should

[4] Although half the respondents started at $500 and half started at $50, some small order effects were noted. Respondents who started at $500 were more likely to support that much of a tax, while those who started at $50 were less likely to make it all the way ("yes" to $50, $100 and $250) to the $500 mark.

be careful in interpreting these responses. We must remember that we did not ask how *often* they would use the train. It is, therefore, possible that some respondents said they would be likely to use it without meaning they would use it on a regular basis.

There were some differences when we examined this question by county of residence. Respondents in Hamilton County (61.4%) and Marion County (57.7%) were slightly more likely to say they would use the train than were respondents in Madison County (49.5%). Also, respondents (or respondents with household members) who work in downtown Indianapolis, Castleton, Fishers or in the Noblesville area were more likely to say they would use the train (50%) than were others (35%).

Respondents said they would be willing to pay $2 or $3 round-trip for the light rail commuter train. The graph below shows the percentage willing to pay various dollar amounts we mentioned.



Following the light rail train questions, we asked about respondents' involvement in their communities. We first asked "Are you aware of any neighborhood or community groups in your area?" to which 38% overall (or 540 respondents) said "yes." As shown in

the table below, Madison and Morgan County residents are most likely to be unaware of community groups, while Hamilton County residents are most likely to be aware.

TABLE 15: AWARENESS OF GROUPS BY COUNTY

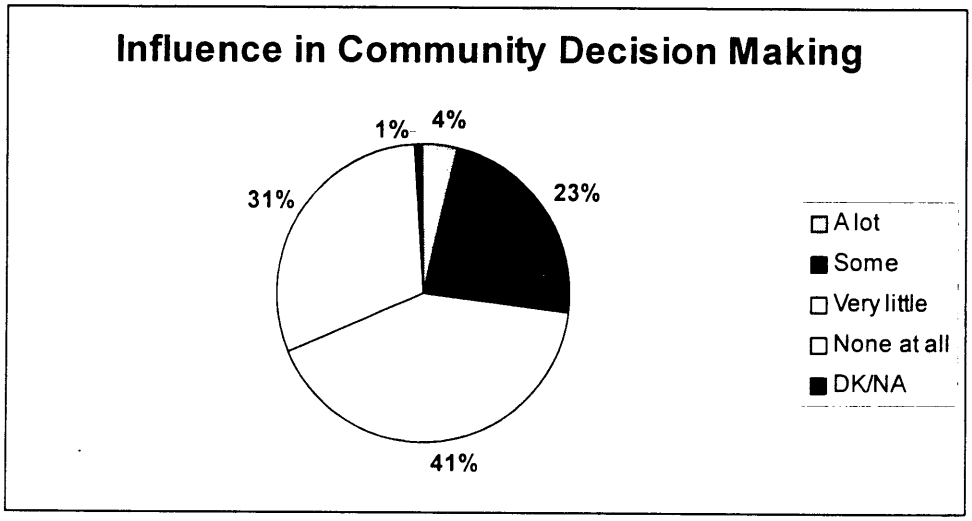
County	Yes	No
Marion	45.3	53.7
Boone	37.9	61.2
Hamilton	**47.0**	52.0
Madison	29.9	**69.1**
Hancock	35.0	64.1
Shelby	36.9	63.1
Johnson	35.0	63.5
Morgan	32.0	67.0
Hendricks	38.0	60.5

Respondents named a variety of organizations, from the Rotary and Lion's Clubs to their local homeowner's association. Of those aware of organizations, just about half, or 261 respondents said they had attended any meetings of the organizations.

We next asked "If you were made aware of the opportunities in the future to have input into decisions about things such as zoning, growth, transportation and development in your community, would you attend community meetings?" Almost 70% of the respondents said "yes." Middle-aged respondents, those 35 to 54, were slightly more likely to say they would attend meetings (79.6%), than were younger (68.6%) or older (68.3%) respondents.

When asked "How would you prefer to receive information on future opportunities for local input?" most respondents mentioned direct mail.

As respondents say they are not very involved, it follows that they would also say that they currently have very little community influence. We asked "How much influence do you feel you have as an individual in community decision making?" As shown below, 71.8% of the respondents said "very little" or "none at all."



We examined responses to this question by county of residence and found only the slight differences shown below.

TABLE 16: INFLUENCE BY COUNTY OF RESIDENCE

County	A lot	Some	Very Little	None at All
Marion	**7.0**	23.9	34.3	33.8
Boone	2.9	20.4	37.9	**37.9**
Hamilton	1.0	**27.2**	45.0	26.2
Madison	5.9	25.0	36.3	32.4
Hancock	3.9	19.4	45.6	31.1
Shelby	4.9	13.6	**53.4**	25.2
Johnson	3.9	26.1	40.9	27.6
Morgan	1.9	23.3	41.7	32.0
Hendricks	2.0	23.5	42.0	32.0

Although respondents said they would like to be involved in community decision making, they seem to believe that they – "average citizens" – not only are not influential,

but also are not responsible for solving problems. When we asked "Whom would you say is responsible for resolving problems that may arise in your community? Would you say elected officials, other community leaders, people like yourself or someone else?" just 9.9% said "people like myself." The majority, 58.2%, said "elected officials" are responsible for solving problems (see Table 17 below). When examining responses by county (Table 18), we see Madison County residents often say they depend upon elected officials, while Hancock County are more likely than others to mention community leaders and Hamilton County residents were more likely than others to mention "people like myself."

TABLE 17: RESPONSIBILITY FOR SOLVING PROBLEMS

	Number	**Percent**
Elected officials	827	58.2
Community leaders	202	14.2
People like yourself	141	9.9
Combination of all	145	10.2
Other	45	3.2
Don't Know/No Answer	62	4.4

TABLE 18: RESPONSIBILITY FOR SOLVING PROBLEMS BY COUNTY

County	Elected Officials	Community Leaders	People Like Yourself	Combination	Other
Marion	52.2	15.4	12.4	11.9	4.0
Boone	60.2	8.7	12.6	7.8	4.9
Hamilton	56.4	17.8	**14.4**	7.4	2.5
Madison	**64.2**	10.8	8.3	12.3	2.5
Hancock	55.3	**19.4**	6.8	8.7	3.9
Shelby	57.3	11.7	11.7	11.7	2.9
Johnson	56.2	11.8	6.9	**13.3**	3.5
Morgan	57.3	16.5	13.6	9.7	0.0
Hendricks	63.0	15.5	5.0	7.5	4.0

The final group of questions dealt with respondents' familiarity with the Central Indiana Transportation Vision and Service Plan. Just 9.1% (or 130) respondents said they had heard of the plan. Of these people, very few could mention specifics of it; they simply said they had heard the name on TV or in the newspaper (40.3%). Some said the plan called for the light rail train system (11.5%), while others knew that it had something to do with transportation and/or public transportation, in general. There were no major differences by county, although just nine respondents (4.5%) in Hendricks County had heard of the plan.

The last question we asked was "Is there anything else you would like to add about any of the issues we have just discussed?" Most respondents, 88.7%, chose not to add anything. Reflecting those who did, 15 respondents cited the need for politicians/policy makers to listen to the public, 10 respondents said there has been too much growth and 10 respondents said they were glad the survey was being conducted and that they had the opportunity to share their views.

Results – The Weighted Sample

The following reports on the data weighted based upon the population distribution across the nine counties in which we interviewed. For example, Marion County actually accounts for 59% of the population within the area we interviewed. So in the weighted data, Marion County respondents now make up 59% of the sample.

The table below shows this pattern.

County	Number of Cases	Percent
Marion	11153	59.3%
Hamilton	1904	10.1
Madison	1874	10.0
Johnson	1366	7.3
Hendricks	1159	6.2
Morgan	428	2.3
Hancock	342	1.8
Shelby	302	1.6
Boone	289	1.5

The data reflects, accurately, the gender and age distribution for the entire area. In this sense, the weighted data can be interpreted as individual level data, as opposed to the above, which is collected as reflective of counties instead of individuals.

For some comparison purposes we have shown, in charts, the answers to the questions concerning overall quality of life and rating of changes. Note that over 62% of the individuals rate their quality of life as "very good" or "excellent" and about the same number (63%) rate the development in the past five years as "change for the better."

One of the major components mentioned by those seeing things as improved was improved aspects to transportation such as highway improvements or convenience in getting to various facilities. However, traffic is also the source of the plurality of complaints from among those that regards things as getting "worse." Still, over one half those represented in this weighted sample (52.6%) reported that "there has been just the right amount of growth..." in their area of Central Indiana.

As might be expected, a large majority (70%) report daily commuting, and the vast majority of them (97%) commute via private automobile. This means that about two-thirds of residents in Central Indiana complete a daily commute via private

automobile. Over one third of all the people (38.6%) rate the traffic flow as "only fair" or "poor." Examining those who report automobile commutes against those who use other methods, automobile travelers are much more likely to complain about traffic flow.

Respondents were given four options that might be used to control development:

1. uniform planning and zoning across central Indiana (68% support)
2. Growth boundaries around city/town to limit expansion (46% support)
3. Limiting new highway development (40% support)
4. Increasing fees charged for new development (37% support)

Each of these items measures a different component of support for planning regulation. We took these responses and developed an index of degree of support for planning regulation by giving a respondent one point each time they supported one of these measures. The results show the following:

TABLE 19:SUPPORT FOR REGULATIONS ON DEVELOPMENT

Score	Number	Percent
0	2012	10.7
1	4997	26.6
2	6216	33.0
3	3613	19.2
4	1979	10.5

The data can be divided, easily, into three groups. Opponents – those who support zero or only one measure -- comprise about 37% of the residents of central Indiana. Moderates, supporting two measures, comprise one-third of the residents of

Central Indiana. Finally, proponents, supporting at least three of the four measures suggested, made up the last 30% of the residents. We examined each group by background variables and found – as shown below – that they were quite different in a number of ways.

Supporters tended to be disproportionately from Morgan, Boone and Madison Counties, female, moderately well educated (they are concentrated in the high school graduate and some college categories) and disproportionately in the below median household income categories.

On the other hand, opponents of these proposals to control growth, were disproportionately male, likely to say they had no influence on "zoning" type decisions and felt such decisions were made by people other than elected officials. They were disproportionately likely to have college degrees or a post-graduate education and to report household incomes of $80,000 per year or more.

Fully one-half of this weighted sample said they were not willing to pay for "roadway expansion projects." Of those saying they would, the preferred method (40%) was payment from "general tax funds." Less than 10% reported they used public transportation and only 29% reported they were "somewhat" or "very" likely to use such a system if it were "added or improved." However, more than four in 10 of the weighted sample (42.7%) reported they were very favorable toward a light rail system. Almost one-quarter said they were very likely to use such a system if it ran to Castleton/Fishers from downtown Indianapolis. Of these, about one-half (47.7%) indicated they were willing to pay $2 or less for a round-trip for such a system while 48.9% said they'd pay $3 or more.

In terms of awareness, over 47% said they were aware of recent improvements in parks, etc. and 42% reported awareness of neighborhood or community groups in their area. A high proportion (about one-half of those aware of such groups) reported they had attended meetings, but almost 70% said they would attend if they knew they would have "opportunities...to have input into decisions." Still, less than 24% reported there were any planning or zoning issues in their area that affected them personally. In turn, almost 70% said they had no influence or very little influence in community decision-making.

Thus, when we weight the data to reflect population distribution over the nine counties, we see that there are small numbers concerned with planning issues and even smaller numbers that support public or mass transit. While there is a strong "favorability" toward a light rail system, the majority of citizens show no willingness to assume the financial burden in either user fees or tax payments to fund such development.

Background

The *Central Indiana Transportation and Land Use Vision Plan* project centered around the question of: "How does the lack of mobility options for Central Indiana residents impact the region's vitality?"

The premise was that the lack of mobility options negatively impacts the quality of life for the citizens in the Central Indiana region. The lack of mobility options is a result of the region's auto-dependency, which stems from the planning policies enforced throughout the region.

This negative impact is evidenced by longer commute times, increasing levels of congestion, lower environmental ranking, and higher infrastructure costs. The premise further surmised that action steps need to be taken to prevent a further decline in the quality of life of the region.

"The future mobility needs of all Central Indiana's citizens will be met through a variety of environmentally-sound choices, solutions, and policies, and at publicly-acceptable costs."

Based on this issue definition, a hypothesis was developed which offered solutions to the challenges associated with an auto-dependent region. The hypothesis states that a multi-modal transportation system, utilizing sound planning principles, would better meet the needs and desires of the citizens in Central Indiana.

This hypothesis was further developed into a mission statement for the *Vision Plan* project. The mission states that "the future mobility needs of all Central Indiana's citizens will be met through a variety of environmentally-sound choices, solutions, and policies, and at publicly-acceptable costs.[1]"

To test this hypothesis, the Steering Committee[2] developed a two-point test. The first point involved the development of a Situation Analysis[3]. The test also called for gathering the perceptions and opinions of the citizens in Central Indiana.

In conducting this test, the research information gathered for the Situation Analysis was capsulated and disseminated to the general public through a structured public involvement process. This process had three primary functions:

- To build public awareness on transportation and land use issues
- To augment education on the connectivity between land use and transportation
- To gather citizen input for the desired future mobility in Central Indiana

[1] Refer to Chapter One – Project History of the Final Report
[2] Refer to Chapter One – Project History of the Final Report
[3] Refer to Chapter Two – Situation Analysis of the Final Report

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Process Compilation Report

December 1999

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results
Phase One: Round One

November 1997

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results – Round One

The Project Team has completed the first step in gathering public input for the Vision Plan. CIRCL hosted the first of six quarterly rounds of public forums on transportation and land use in Central Indiana.

The Fall 1997 forums confirmed that the public is interested in the issues of transportation and land use, and that the public wishes to be engaged in the process of developing the Vision Plan. More than 160 citizens across Central Indiana attended the forums to learn about the Vision Plan and to express their views.

The forums served two valuable purposes. First, the forums gave the Project Team a chance to introduce the subjects of transportation and land use to the public. Second, the forums allowed the Project Team to gain insight into the existing concerns of Central Indiana's citizens. Common themes that emerged include the following:

- Practical planning needs to be established.
- There is support for mass transit, especially as an economic tool, but there is also concern that mass transit is thought of as a "social service."
- Mass transit will aid in the demand for workers in suburban areas.
- Many of the issues and comments voiced by citizens are consistent throughout the region.
- Land use has a direct influence on the growth of transportation.
- Public awareness is essential during this process.

The Project Team believes the best way to promote regional cooperation is to keep the public educated, informed, and involved in all aspects of the Vision Plan. Therefore, the Project Team has committed to address the issues that most concern citizens throughout the region including those listed above.

County Summaries

Hancock County

The citizens of Hancock County agreed mass transit is currently viewed as a social service as opposed to a public service, and the participants consider that type of mind set to be a problem. Citizens voiced the following concerns local traffic volume through Greenfield's downtown and the impact on quality of life, sprawl's impact on the sense of place, bike routes as an alternative method of transportation, and alterations to development patterns.

Hendricks

Citizens stressed that thorough research and development should be accomplished before moving forward. Citizens also asked if the entire region could agree and if everyone could make regional decisions as opposed to local decisions. Most citizens agreed that they would use a convenient and dependable rail system if they had access to other cities in the region.

Madison
The citizens of Madison County who participated in this forum stated that welfare-to-work programs would be positively effected by implementation of a mass transit system. Participants also stressed that the Tipton line in Fishers should be used more, and they support mass transit as a method of transportation to and from work.

Hamilton
Transportation is currently the number-one issue in Hamilton County. Citizens commented on how the inconvenient commute to Indianapolis is causing longer workdays. Also voiced were comments requesting "no more black top, we already have enough roads in Hamilton County." Citizens of this community commented that they would use a train or rail system.

Marion
A major theme of the Marion County forum was the current transportation system. Citizens voiced concern with the lack of bus maps and the need to improve routes and bus stop shelters. They also asked why the current transit system is not being improved.

Johnson
Unique perspectives on sidewalks were discussed in this forum. Citizens were united on the fact that roads are hostile to people, with everything geared to the automobile, not to the pedestrian. The lack of sidewalks poses many problems, especially for physically-challenged individuals. Another citizen commented on how the increased strip malls give no sense of place. One citizen stated that " . . .I'm everywhere, I'm anywhere, I'm nowhere because it all looks the same . . ." Some of the rural transit providers were in attendance, and they expressed the need for the current transit system to be linked with a regional plan for maximum results. Also emphasized by a citizen was the need to coordinate efforts with State and Federal planners.

Morgan
A major concern for Morgan County is a sanitary sewer system. Citizens felt that a sanitary sewer system, an important aspect of their community, needed to be included in any land use plan. Also suggested was a transit system that would include the use of public vans as an alternative.

Shelby
At this forum, citizens voiced comments and concerns about growth. Comments were related to air quality and ozone non-attainment, and how Shelby County is affected by other counties. They would like to see a transit system, possibly rail, which would transport people and freight. The hope is that by doing this, there would be a positive effect on retaining attainment levels. The cost of maintaining roads is also a serious factor, since Congress has allowed for trucks to carry larger loads. Because of the large industrial area, another concern expressed was the important need to develop a plan to bring people and workers to the community. With new industries interested in the area, companies express concern with not having enough workers to support jobs.

Boone
Some of the main issues voiced at this forum were the need to explore aggressive alternative forms of transportation, such as light rail, and the importance of a balanced plan between economic development and quality of life. Also voiced were comments requesting better land use planning. One citizen stated that "we need to plan the development of our land better."

Forum Meeting Locations

October 21 from 6:30 – 8:30 p.m. Greenfield Public Library 700 North Broadway, Greenfield	October 23 from 7:00 – 9:00 p.m. Ameriana Bank 99 South Dan Jones Road, Avon
November 4 from 6:30 – 8:30 p.m. Hamilton County Judicial Center One Hamilton Square, Noblesville	November 6 from 6:30 – 8:30 p.m. Anderson Public Library 111 East 12th Street, Anderson
November 11 from 7:00 – 9:00 p.m. Morgan County public Library 110 South Jefferson Street, Martinsville	November 13 from 7:00 – 9:00 p.m. United Way Center for Human Services 1000 North Madison, Greenwood
November 11 7:00 – 9:00 p.m. University of Indianapolis Library 1400 East Hanna Avenue, Indianapolis	November 20 from 6:30 – 8:30 p.m. Boone County REMC 1207 Indianapolis Avenue, Lebanon
November 18 from 6:30 – 8:30 p.m. Shelbyville-Shelby County Public Library 57 West Broadway, Shelbyville	November 20 from 6:30 – 8:30 p.m. City-County Building, Public Assembly Room 200 East Washington Street, Indianapolis

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results
Phase One: Round Two

May 1998

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results – Round Two

The second round of forums proved to be a valuable tool to gather information. Several topics were discussed in detail and numerous comments and concerns were expressed.

The most common theme related to the current and future mass transit needs and options. A broad spectrum of opinions were expressed including the following:

- "Indianapolis cannot be a great city without mass transit."
- "Mass transit won't happen until people get tired of sitting in traffic lines."

Most of the discussion on mass transit was positive. Many citizens encouraged an in-depth study on other systems including mass transit in Washington DC, Atlanta, Seattle, San Diego, and Florida. One popular point of view showed that ". . . mass transit will improved everybody's way of life . . . " Another citizen felt that ". . . it may take more than one mode of transit to solve our problems."

Some immediate solutions to the region's lack of mass transit were also discussed. Carpooling was the most common and easiest solution offered. The current Metro/IndyGo bus system was also discussed, and the following comments were cited:

- "The bus routes need to be revised, and they are not convenient currently."
- "There are no bus routes that travel throughout different counties."
- "The bus system needs to look at additional hours, days, and routes."

The preservation of green space was another common topic at several forums. A few citizen comments from the Madison County forum supported this view and are listed below:

- "I'm a supporter of greenspace, and we need to stop putting concrete everywhere."
- "Lack of green space and chopping up farm land is not good planning."

Many current transportation problems were discussed. At almost every forum, citizens voiced complaints about the problem of congestion on the highways and city roads. Citizens comments included ". . . the congestion around Indianapolis is very inconvenient . . . " and ". . . people are mean in traffic, and it will only get worse . . ."

Growth in Central Indiana was cited as causing changes as well as new challenges. A few Shelby County participants commented that ". . . we are in the middle of a growth trend, and people are concerned that because of growth, change will happen." Several of the forums included questions such as ". . . how will we accommodate growth?"

Sprawl was a topic at both Marion County forums as well as the Boone County forum. One citizen stated that " . . . it's a little late for us to try and build growth boundaries with all the sprawl that has already happened." Another citizen commented that ". . . sprawl effects the economic development of a county."

County Summaries

Johnson
Issues discussed included concerns about transit, money utilization, and change. A key concern was what other doughnut counties are doing for public transit. Several questions were raised about federal money and the process to apply for it.

Boone
The Boone County forum focused on employer programs, mass transit possibilities, and sprawl. Participants would like to encourage companies to participate in alternative transit solutions such as having bike racks available for people who want to ride their bikes to work. They also felt that "sprawl" has already happened, and it is too late to solve that problem. Mass transit was discussed, stating that "there is no dependable transit links currently set up throughout Central Indiana."

Shelby
Some key issues included growth, current mass transit, and pollution concerns. There seemed to be some confusion about the growth goals of this county. A few citizen comments are listed below, such as "Shelby County needs to decide: Do we want to grow, or do we not want to grow," and "The market will determine whether growth will happen, not the government."

Current forms of mass transit was also criticized, and recommendations were made to research the rail system in Washington D.C. Comments were also made about the lack of control related to pollution. One citizen stated that "... we are affected by Hamilton County's pollution, yet have no control over them to reduce the problem."

Madison
Preservation of "green space," congestion issues, and mass transit were key topics. Several citizens were concerned with the preservation of green space, with one stating: "I'm a supporter of green space, and we need to stop putting concrete everywhere." The growing congestion issues were also discussed with several comments like: "Does anyone question the State Department about how they plan for construction and projects that will cause congestion?" However, most of the discussion revolved around the topic of mass transit. One citizen said that "if you build it, they will come." It was suggested that education be an important factor for a successful mass transit system.

Hendricks
The Hendricks County forum focused on the need to development proper planning methods for the preservation of greenspace. Another key issue related to the increasing congestion problems in the area. Much discussion took place concerning the current roads and possible improvements. Citizen comments included several like, "we need to add shoulders to collector streets," and "we need to build more turning lanes."

Marion (Citizens Gas Location)
This forum focused on the current bus system, mass transit suggestions, and increasing congestion on the roads. The current bus system was heavily criticized: "There is a lack of options (hours) that the current bus travels." The need for mass transit was endorsed at this forum. One citizen stated that "we should use worldwide benchmarks to learn how they have developed their mass transit systems." Also, the problem of increased congestion was addressed.

Hancock

A unique topic to this forum was historical preservation. Problems and concerns of the current road system were discussed. One citizen stated that "a lot of the roads in this county are not made for high volume and high speed traffic." Several comments were made that "increasing traffic congestion in this county is becoming a problem."

Hamilton

The pros and cons of mass transit were discussed in detail. Citizens at this forum emphasized the need for thorough research of several cities like San Francisco and Atlanta. Another area of emphasis was the need for employers to have "staggered work hours to spread traffic throughout the day."

Marion (Glendale Mall Location)

Discussion topics included mass transit concerns, the current bus system, and parking issues. One participant commented that ". . . Metro is there for people to use, but they just don't use it, and people won't carpool either." The current bus system was criticized for high costs and the lack of routes. Several citizens felt that there was too much parking downtown, and one citizen stated that ". . . we should increase the cost of parking and reduce the amount of parking spaces."

Morgan

The Morgan County forum focused on government. Participants expressed the desire to be "left alone," and they did not see a need for a regional transit system. Some citizen comments included the following: "Your property is yours, and we shouldn't tell people what to do with their property;" "Regional transit is not a good ideas because it will be 'big brother' controlled;" and "Why is it that government always has to step in and interfere with everything?"

Forum Meeting Locations

April 13 from 6:30 – 8:00 p.m. Johnson County Public Library 401 South State Street, Franklin	April 14 from 6:30 – 8:00 p.m. Lebanon Municipal Building 201 East Main Street, Lebanon
April 20 from 6:30 – 8:00 p.m. Pendelton Community Library 595 East Water Street, Pendelton	April 21 from 6:30 – 8:00 p.m. Danville Fire Department, Meeting Room 52 North Kentucky Street, Danville
April 27 from 11:30 – 1:00 p.m. Citizens Gas Auditorium 2020 North Meridian Street, Indianapolis	April 28 from 6:30 – 8:00 p.m. Town of Fishers Train Station Meeting Room 11601 Municipal Drive, Fishers
April 27 from 6:30 – 8:00 p.m. Greenfield Public Library 700 North Broadway, Greenfield	May 5 from 6:30 – 8:00 p.m. Morgan County Public Library 110 South Jefferson Street, Martinsville
May 4 from 6:30 – 8:00 p.m. Glendale Mall Community Room 6101 North Keystone Avenue, Indianapolis	April 16 from 6:30 – 8:00 p.m. Shelbyville City Hall Council Room 44 West Washington Street, Shelbyville

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results
Phase One: Round Three

October 1998

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results – Round Three

The third round of Forums featured an informal written survey of participants. The survey, designed by the Project Team, consisted of more than a dozen questions regarding transportation issues in Central Indiana. Following the survey, participants formed focus groups to discuss their answers. Brief summaries of the results appear below.

What are the future mobility needs for the region and for our citizens?

- Participants focused on lifestyle issues rather than on mechanical issues. Although some expressed a strong desire to continue to use their automobiles, as opposed to mass transit, discussions were aimed at the results of transportation – ability to work, shop, and attend church and school – rather than the means of transportation.

How would you define these needs and can we agree upon how "mobile" we need to be? For example, how would you rate your current commute time?

- Most participants felt that commute times of 30-40 minutes should be the maximum.

What transportation/mobility choices do we want?

- Over ¾ of the participants said they wanted a mix of transportation options.

How important is it that we go almost everywhere by car?

- Less than 1/5 of the participants said that is was very important. Most thought that it was only a matter of convenience if alternatives were available.

Do you use the current bus system? If no, why not?

- About 58% of the participants said they did not because the bus does not go where they need to go. About 41% said the bus system is not reliable, while only 25% said they use the system.

What would motivate citizens to be willing to use mass transit?

- The most common answers were cost, efficiency, and convenience.

Overall, what is your opinion of this idea of a light rail system?

- Over 4/5 of the participants rated this idea as either "very favorable" or "somewhat favorable."

Are there any negative environmental consequences of the transportation choices we make?

- The participant answers focused primarily on pollution and health effects.

What degree of "Environmental Soundness" makes sense?

- Most respondents considered this a cost-benefit question. Some citizens commented that ". . . the least expensive solution is not necessarily the best environmental solution," and that the costs "should exceed EPA minimum standards."

Would you support current funds being utilized for roads to fund a mass transit system?

- Just over 69% of the participants said yes; about 15% said no, and the remaining were uncertain.

Under what conditions should public resources be used to fund transportation choices?

- Citizens' comments indicated that "transportation must use public resources, and we should allocate 100% of the gas tax for transit." Other citizens commented that "public resources are already being used, and we should only underwrite a certain amount to keep fares low."

If more public transportation were added in your area, such as bus routes or rail transit, how much would your household be willing to pay in additional taxes per year to support the development?

- A majority of citizens felt comfortable with paying an additional $100 a year in taxes to support a public transportation system. In addition, a sizeable amount supported either higher gas taxes or user fees as funding mechanisms (1/3 supported each).

What are the best ways to achieve changes in behavior that would cause more people to choose and support mass transit?

- Most answered focused on the following incentives: provide choices, change image of public transportation, grass roots discussion, build awareness, education, and mass marketing.

Participants were asked to comment on the following suggestions:

- **Establish more coordinated planning and zoning across Central Indiana**
  Almost 85% of participants supported this suggestion.
- **Setting growth boundaries around a city or town which would limit outward expansion**
  A minority (46%) of participant opposed this suggestion, while 39% of the participants supported it.
- **Limiting new highway development**
  The majority of participants (54%) supported this suggestion, while 23% opposed it.
- **Whom would you say is responsible for resolving problems that may arise in your community?**
  Almost 85% of participants said that a combination of elected officials, citizens, and other community leaders are responsible.

This summary of the surveys distributed in the third round of Forums should be seen as a supplement to the IUPUI Public Opinion Laboratory survey which asked similar questions. The forums served as a face-to-face alternative to the telephone survey, and the focus groups provided opportunities for in-depth discussions not possible over the telephone.

Forum Meeting Locations

September 21st from 11:30 – 1:00 p.m. Brownsburg Public Library 450 South Jefferson, Brownsburg	September 28th from 11:30 – 1:00 p.m. Shelbyville-Shelby County Public Library 57 West Broadway, Shelbyville
September 22nd from 11:30 – 1:00 p.m. Pendelton Community Library 595 East Water Street, Pendelton	September 29th from 11:30 – 1:00 p.m. Mooresville Public Library 220 West Harrison Street, Mooresville
September 23rd from 11:30 – 1:00 p.m. Lebanon Public Library 104 East Washington Street, Lebanon	September 30 from 11:30 – 1:00 p.m. Hamilton County Government and Judicial Center One Hamilton County Square, Noblesville
September 24th from 11:30 – 1:00 p.m. Greenwood Public Library 310 South Meridian, Greenwood	October 1st from 11:30 – 1:00 p.m. Greenfield Police Department 116 South State Street, Greenfield
September 24th from 7:00 – 8:30 p.m. Lawrence Library 7898 North Hague Road, Indianapolis	October 2nd from 11:30 – 1:00 p.m. Indiana Government Center South Conf. Room 402 West Washington Street, Indianapolis

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results
Phase One: Round Four

December 1998

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results – Round Four

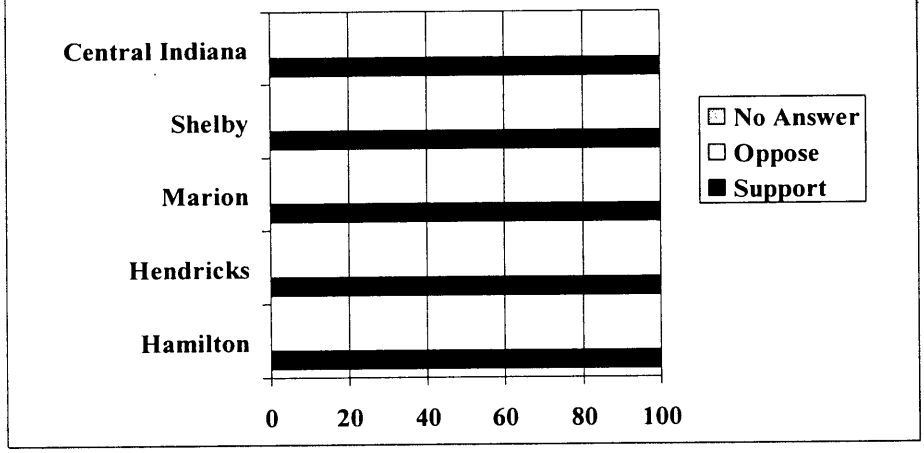
The fourth round of Forums focused on the costs associated with transportation and land use planning. Specific costs related to various transportation alternatives were reviewed, and the participants voted on their preferences. The attached charts provide a graphical review of the preferences expressed by the participants.

Forum Meeting Locations

November 20th from 7:00 – 8:30 p.m. Plainfield Public Library 1120 Stafford Road, Plainfield	December 1st from 7:00 – 8:30 p.m. Hamilton County Government & Judicial Center One Hamilton County Square, Noblesville
December 2nd from 7:00 – 8:30 p.m. Speedway Christian Church 5110 West 14th Street, Speedway	December 3rd from 7:00 – 8:30 p.m. Main Street Office 10 East Washington Street, Shelbyville

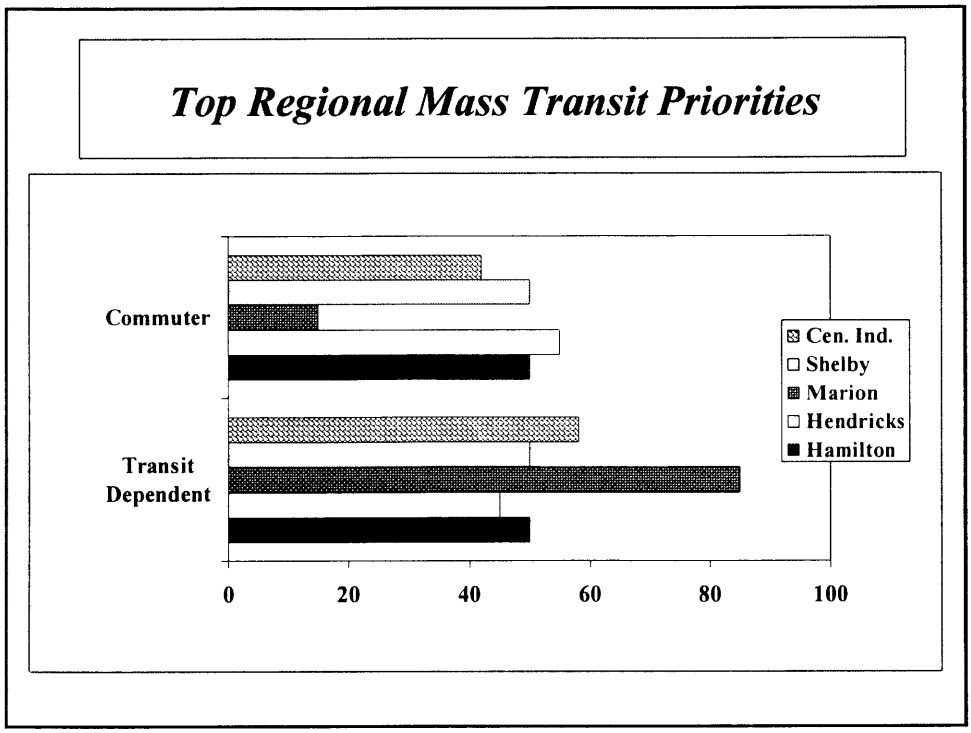
Public Involvement Results - Round Four

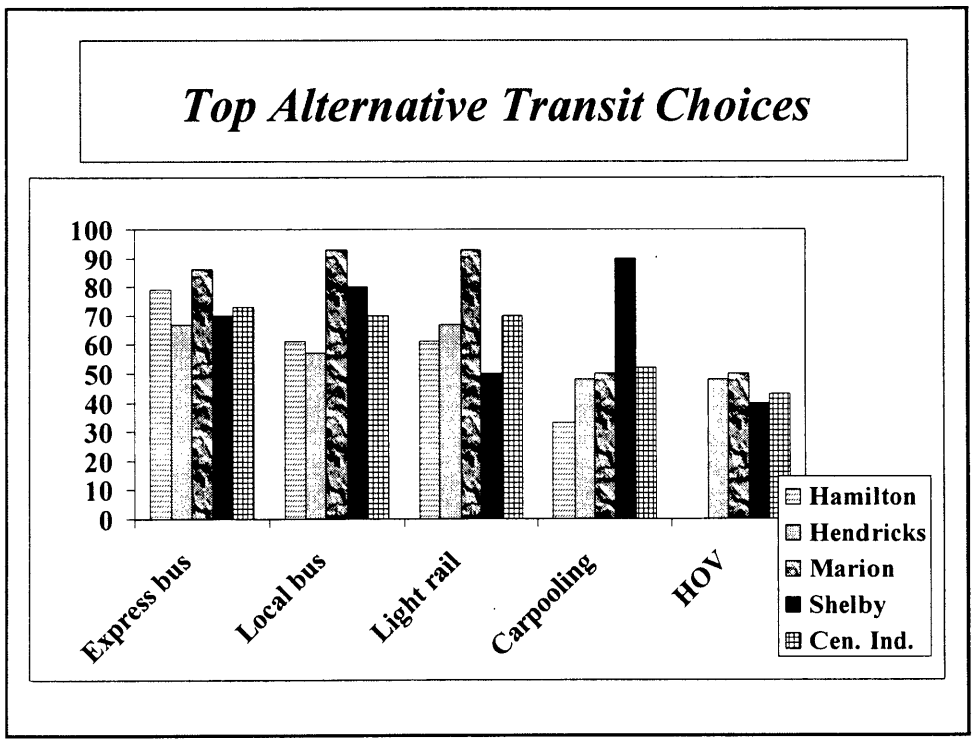
Support of cooperation and coordination of public transportation

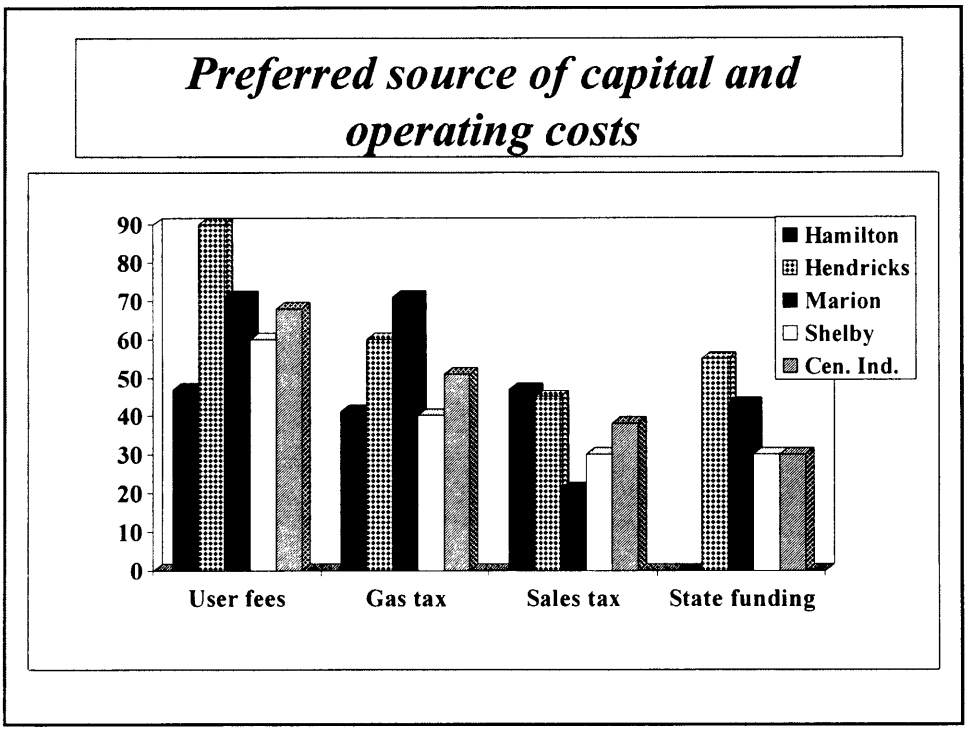


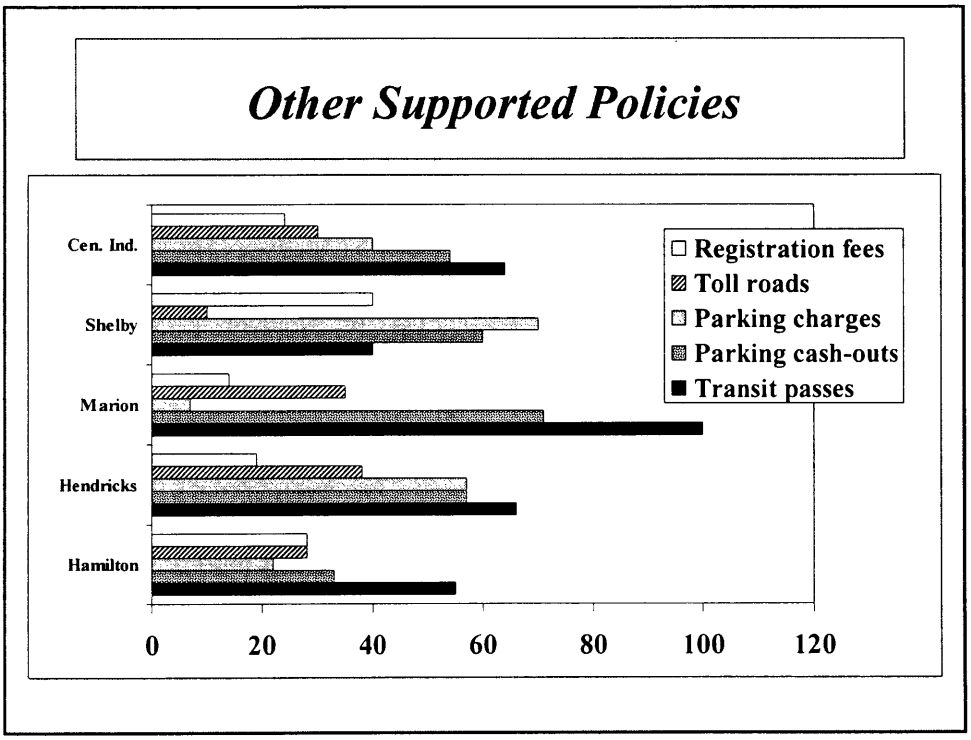
Why is it important for counties to cooperate and coordinate planning efforts?

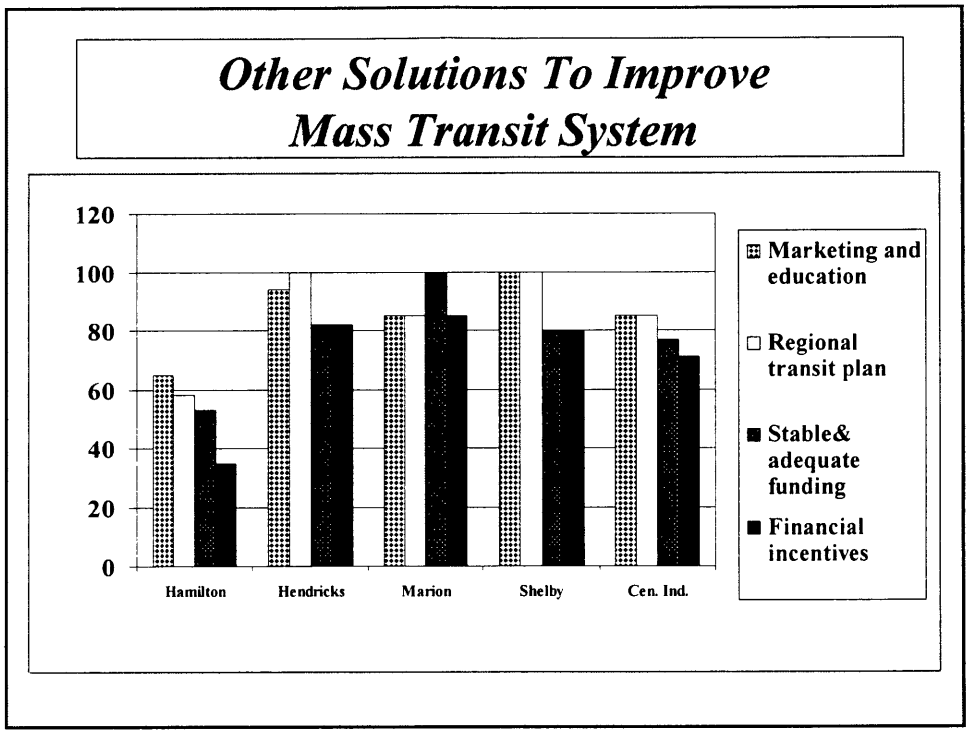
- Major investments require planning to make the best use of resources
- Transportation crosses county lines
- It is a regional problem
- More funding will be available if a larger area is represented

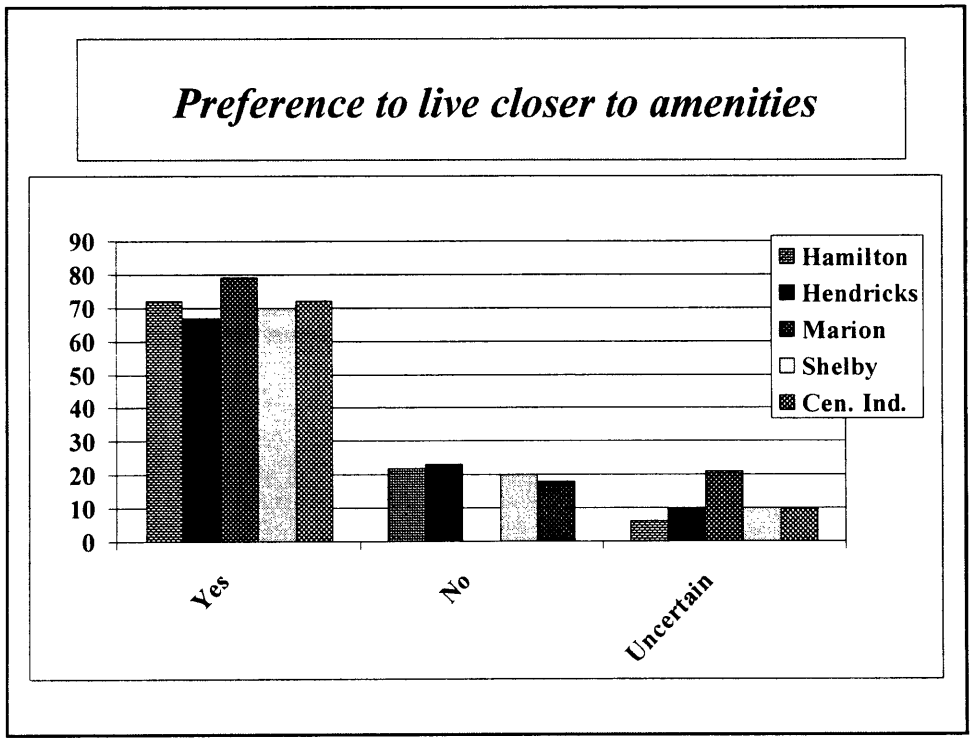

Top Regional Mass Transit Priorities
Commuter
Transit Dependent
Cen. Ind.
Shelby
Marion
Hendricks
Hamilton
0
20
40
60
80
100

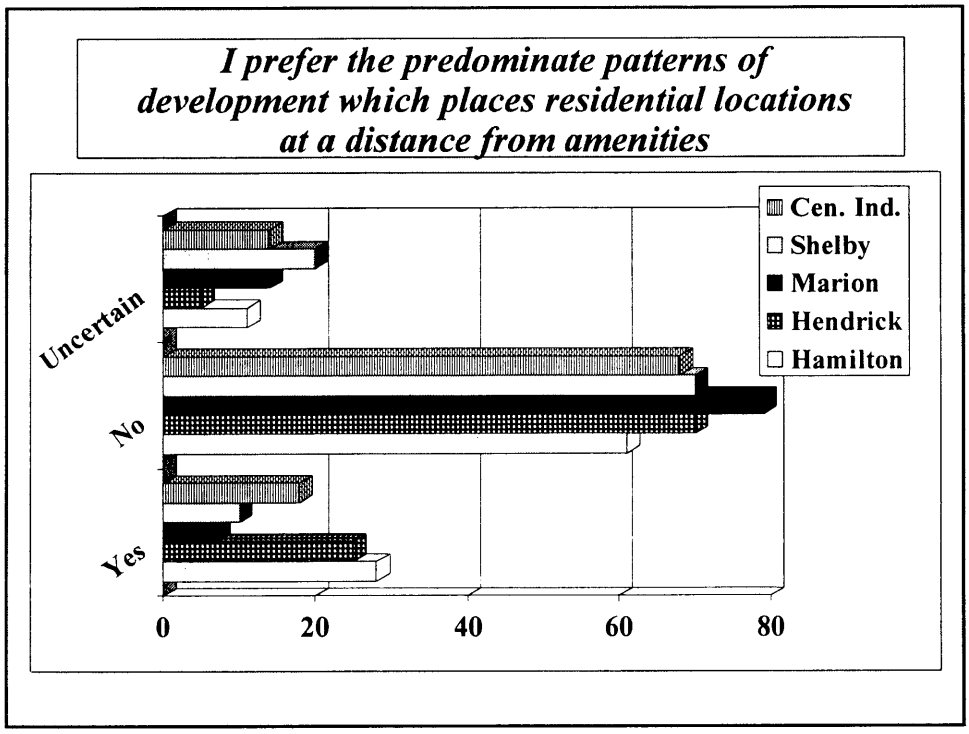

Top Alternative Transit Choices
100
90
80
70
60
50
40
30
20
10
0
Express bus
Local bus
Light rail
Carpooling
HOV
Hamilton
Hendricks
Marion
Shelby
Cen. Ind.

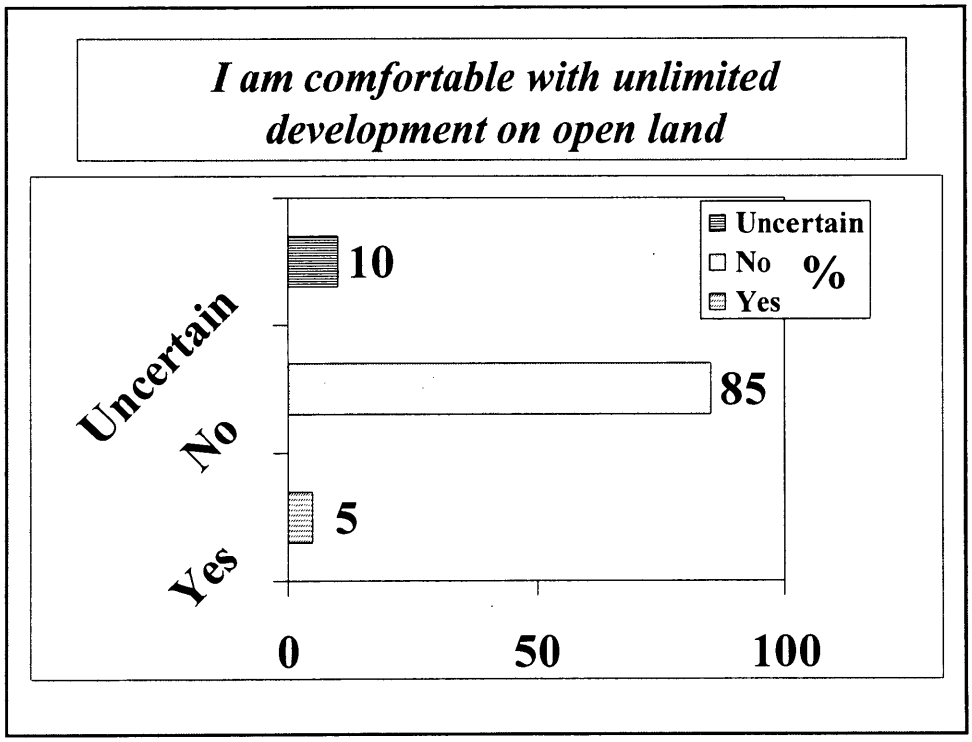

Preferred source of capital and operating costs
90
80
70
60
50
40
30
20
10
0
User fees
Gas tax
Sales tax
State funding
Hamilton
Hendricks
Marion
Shelby
Cen. Ind.

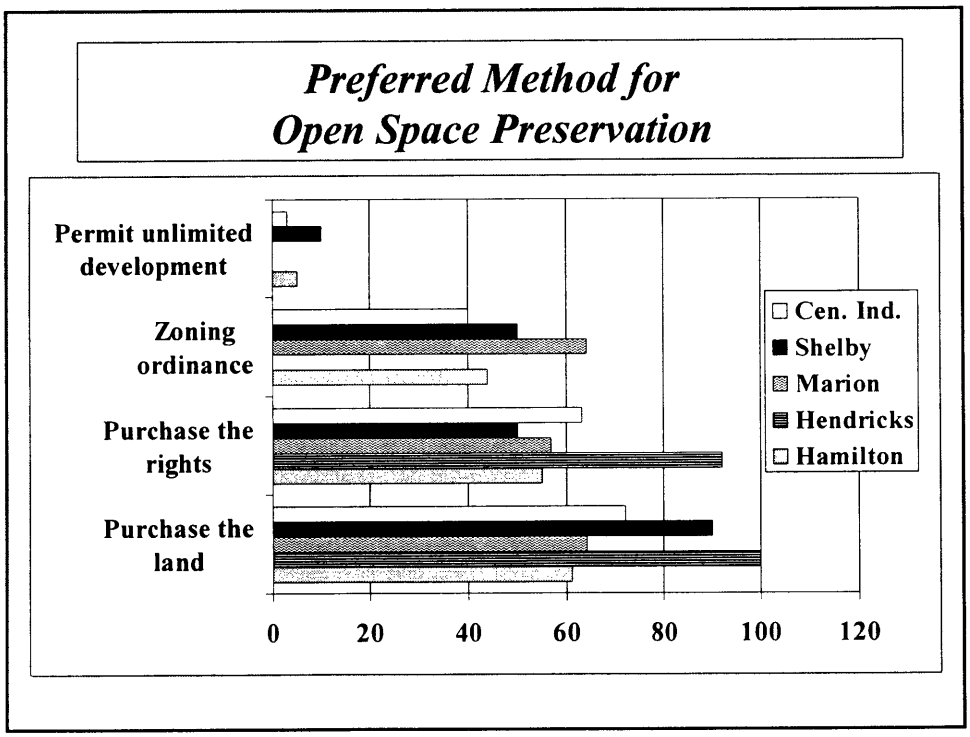

Other Supported Policies
Cen. Ind.
Shelby
Marion
Hendricks
Hamilton
0
20
40
60
80
100
120
Registration fees
Toll roads
Parking charges
Parking cash-outs
Transit passes

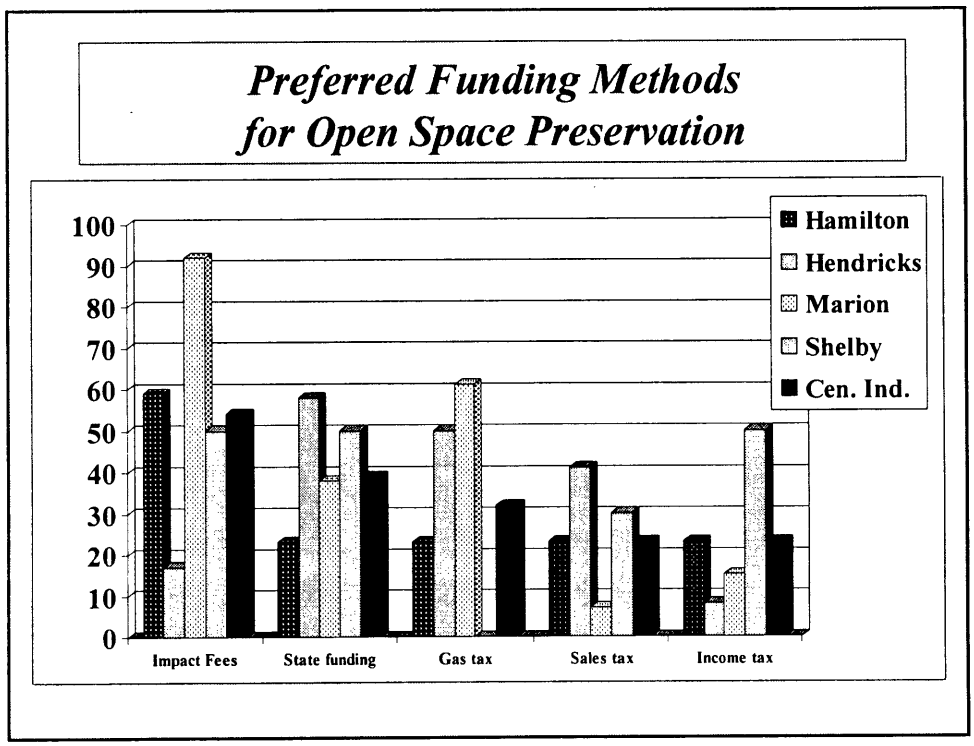

Other Solutions To Improve Mass Transit System
120
100
80
60
40
20
0
Hamilton
Hendricks
Marion
Shelby
Cen. Ind.
Marketing and education
Regional transit plan
Stable& adequate funding
Financial incentives


Preference to live closer to amenities
90
80
70
60
50
40
30
20
10
0
Yes
No
Uncertain
Hamilton
Hendricks
Marion
Shelby
Cen. Ind.

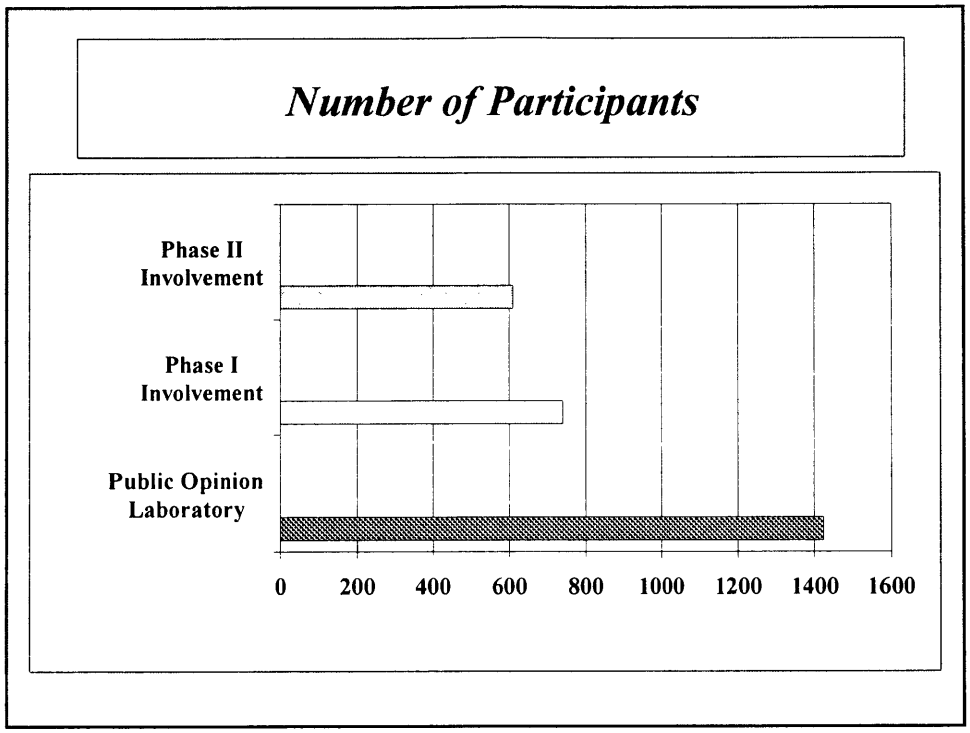

I prefer the predominate patterns of development which places residential locations at a distance from amenities
Cen. Ind.
Shelby
Marion
Hendrick
Hamilton
Uncertain
No
Yes
0
20
40
60
80


I am comfortable with unlimited development on open land
Uncertain
No
Yes
%
10
85
5
Uncertain
No
Yes
0
50
100


Preferred Method for Open Space Preservation
Permit unlimited development
Zoning ordinance
Purchase the rights
Purchase the land
0
20
40
60
80
100
120
Cen. Ind.
Shelby
Marion
Hendricks
Hamilton


Preferred Funding Methods for Open Space Preservation
100
90
80
70
60
50
40
30
20
10
0
Impact Fees
State funding
Gas tax
Sales tax
Income tax
Hamilton
Hendricks
Marion
Shelby
Cen. Ind.

Public Involvement Results - Round Four



Round Four was held in four of the counties of Central Indiana
December 1998

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results
Phase Two

November 1999

Central Indiana Transportation and Land Use Vision Plan

Public Involvement Results – Phase Two

Phase Two of the Public Involvement Process asked participants to respond to the Preliminary Recommendations of the Vision Plan which were released in April 1999. These Preliminary Recommendations included a Seven Point Vision with eleven Supporting Strategies.

From April to October 1999, 310 Participation Questionnaire surveys and 14 Participation Discussion Points surveys have been received. In addition, Noble of Indiana submitted 63 surveys; however, these surveys were modified to fit the context of the participants, and computation of those responses was not applicable under this format.

The attached charts provide a graphical review of the preferences expressed by the Forum participants.

Forum Meeting Locations:

Morgan

Date	Time	Location
Monday, May 3	7:00 a.m. to 9:00 a.m.	Central Elementary - Martinsville
Monday, May 3	11:30 a.m. to 1:30 p.m.	Mooresville Public Library
Monday, May 3	7:00 p.m. to 9:00 p.m.	Mooresville Public Library

Hendricks

Date	Time	Location
Thursday, May 6	7:00 a.m. to 9:00 a.m.	Hendricks Co. Government Center
Thursday, May 6	11:30 a.m. to 1:30 p.m.	Avon Public Library
Thursday, May 6	7:00 p.m. to 9:00 p.m.	Brownsburg - Eaton Hall

Hancock

Date	Time	Location
Monday, May 10	7:00 a.m. to 9:00 a.m.	New Palestine Town Hall
Monday, May 10	11:30 a.m. to 1:30 p.m.	Fortville Town Hall
Monday, May 10	7:00 p.m. to 9:00 p.m.	Greenfield Public Library

Johnson

Date	Time	Location
Tuesday, May 11	7:00 a.m. to 9:00 a.m.	Greenwood City Hall
Tuesday, May 11	11:30 a.m. to 1:30 p.m.	New Whiteland – Senior Services
Tuesday, May 11	7:00 p.m. to 8:30 p.m.	Johnson County Library - Franklin

Madison

Date	Time	Location
Wed, May 12	7:30 a.m. to 9:00 a.m.	St. Vincent/Mercy Hospital - Elwood
Wed, May 12	11:30 a.m. to 1:30 p.m.	Pendleton Public Library
Wed, May 12	7:00 p.m. to 9:00 p.m.	Anderson Public Library

Boone

Date	Time	Location
Monday, May 17	7:00 a.m. to 9:00 a.m.	Lebanon City Hall
Monday, May 17	11:30 a.m. to 1:30 p.m.	Jamestown Town Hall
Monday, May 17	7:00 p.m. to 9:00 p.m.	Lebanon Public Library

Hamilton

Date	Time	Location
Tuesday, May 18	7:00 a.m. to 9:00 a.m.	Carmel City Hall
Tuesday, May 18	11:30 a.m. to 1:30 p.m.	Noblesville City Hall
Tuesday, May 18	7:00 p.m. to 9:00 p.m.	Fishers Town Hall

Shelby

Date	Time	Location
Wed, May 19	7:00 a.m. to 9:00 a.m.	Blue River Career Center
Wed, May 19	11:30 a.m. to 1:30 p.m.	Kopper Kettle Inn - Morristown
Wed, May 19	7:00 p.m. to 9:00 p.m.	Triton High School

Marion

Date	Time	Location
Monday, May 24	7:00 a.m. to 9:00 a.m.	St. Francis South Campus
Monday, May 24	11:30 a.m. to 1:30 p.m.	Lawrence Public Library
Monday, May 24	7:00 p.m. to 9:00 p.m.	Indianapolis Senior Citizens Center
Tuesday, May 25	7:00 a.m. to 9:00 a.m.	St. Vincent - Indianapolis
Tuesday, May 25	11:30 a.m. to 1:30 p.m.	Citizens Gas and Coke
Tuesday, May 25	7:00 p.m. to 9:00 p.m.	Mary Riggs Community Center

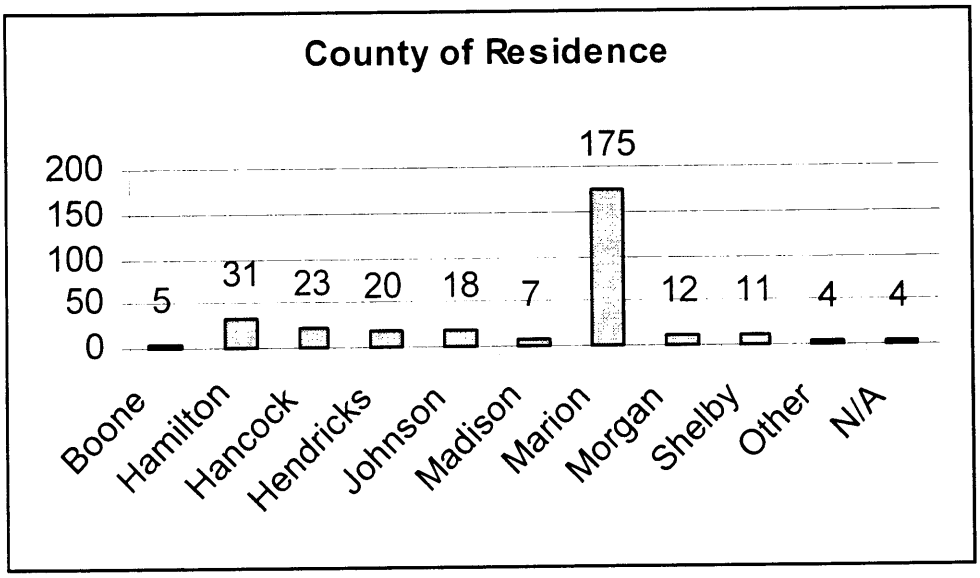
Central Indiana Transportation and Land Use Vision Plan

Phase II - Survey Results

November 1999

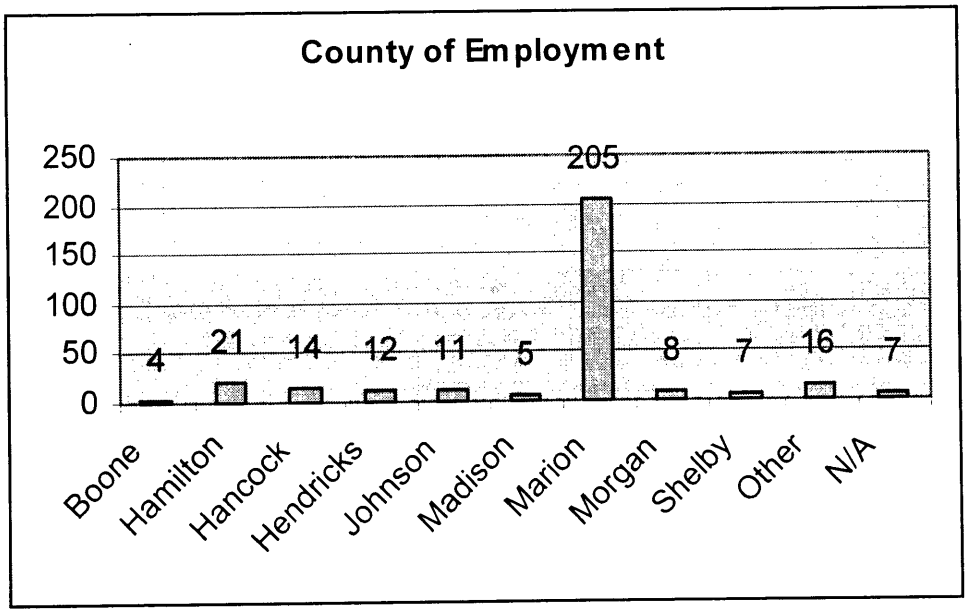
1. What county do you reside in?

Boone = 5	Hamilton = 31	Hancock = 23	Hendricks = 20	Johnson = 18	
Madison = 7	Marion = 175	Morgan = 12	Shelby = 11	Other = 4	N/A = 4



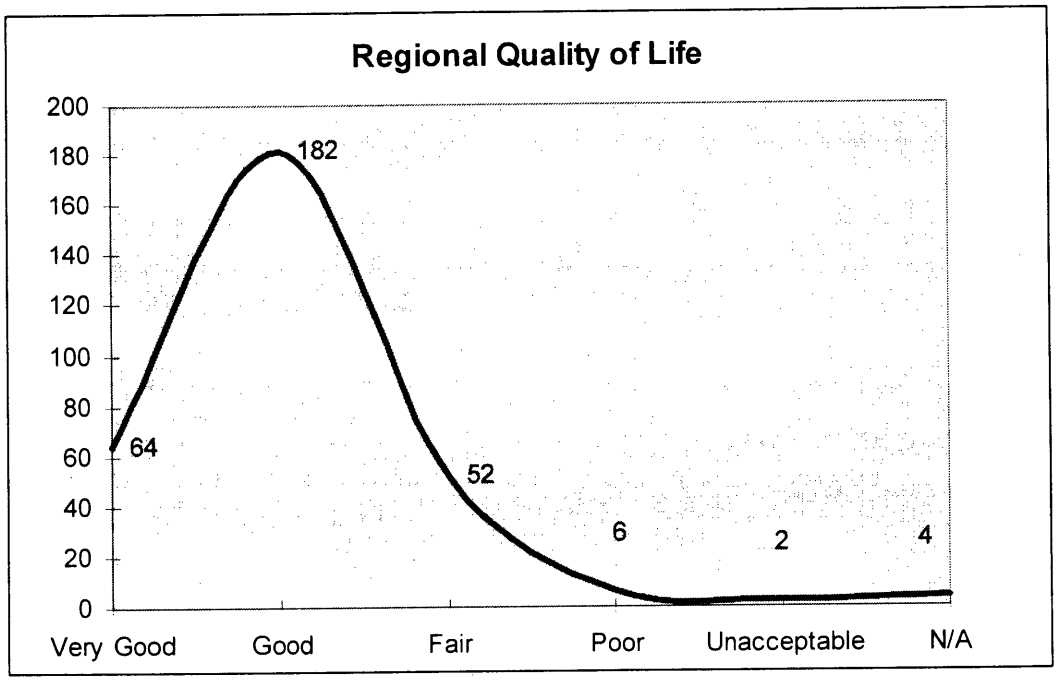
2. What county do you work in?

Boone = 4	Hamilton = 21	Hancock = 14	Hendricks = 12	Johnson = 11	
Madison = 5	Marion = 205	Morgan = 8	Shelby = 7	Other = 16	N/A = 7



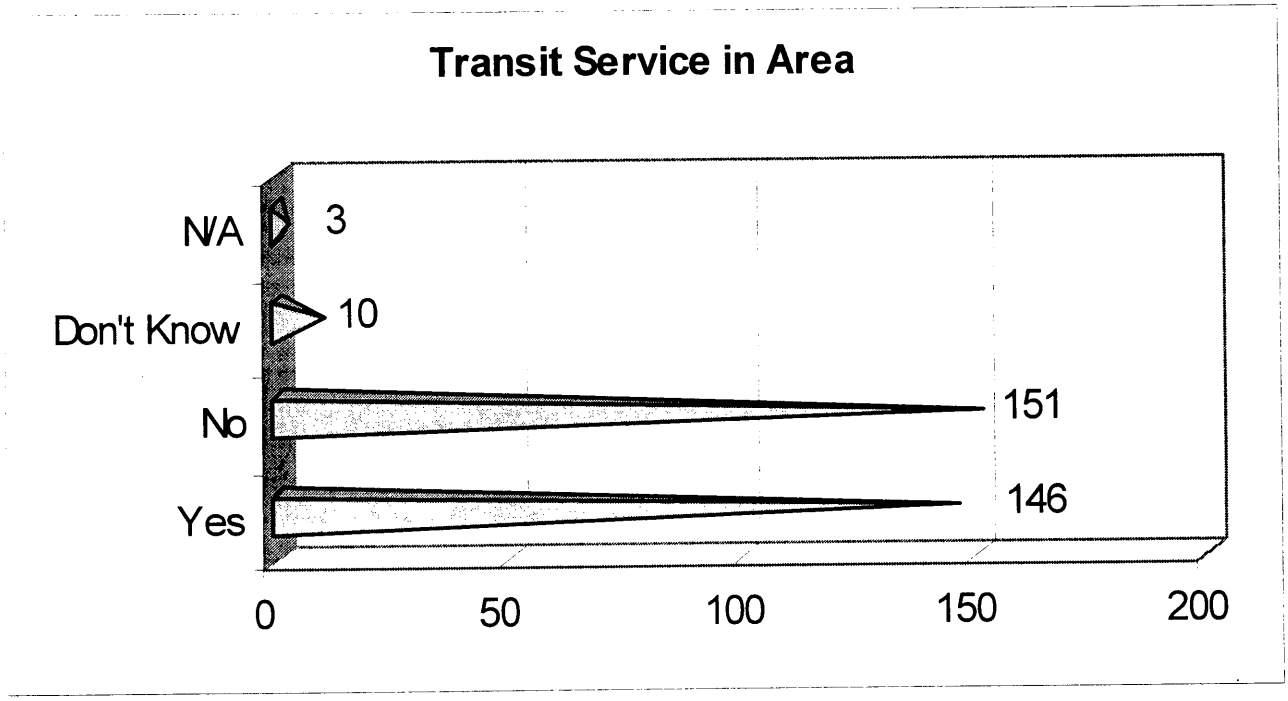
3. How do you rate the Quality of Life of the region?

Very Good = 64	Good = 182	Fair = 52	Poor = 6	Unacceptable = 2	N/A = 4



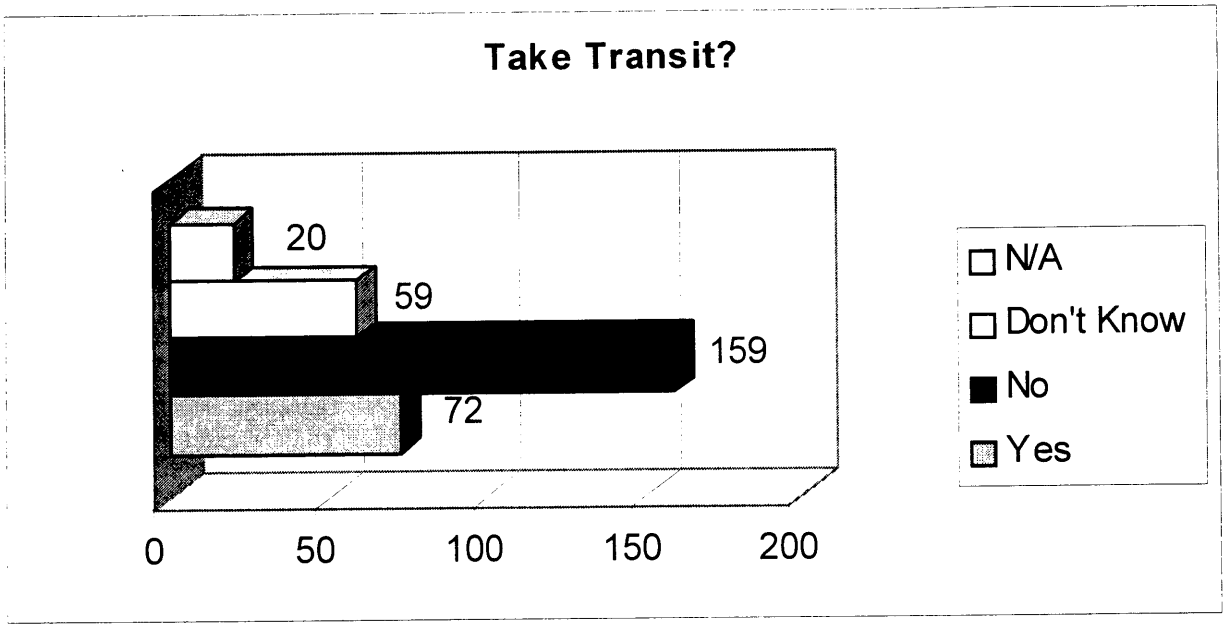
4. Is there transit service in your area?

Yes = 146	No = 151	I don't know = 10	N/A = 3



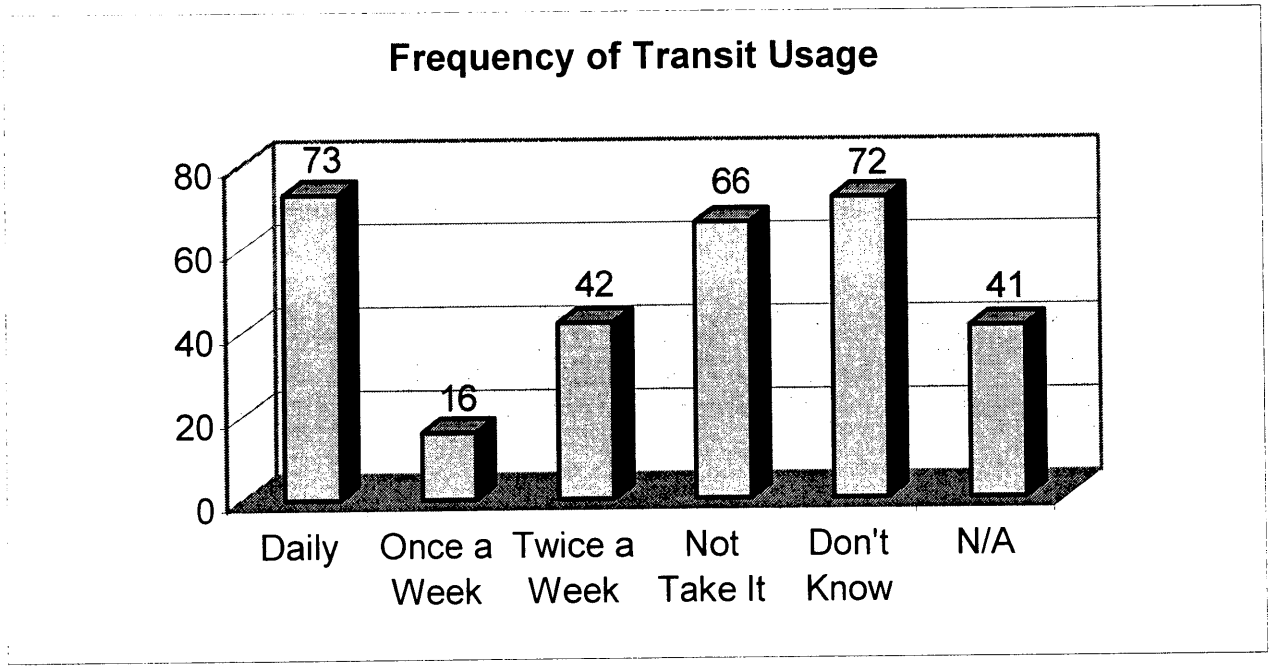
5. If it were available in your area, would you take transit service?

Yes = 72	No = 159	I don't know = 59	N/A = 20



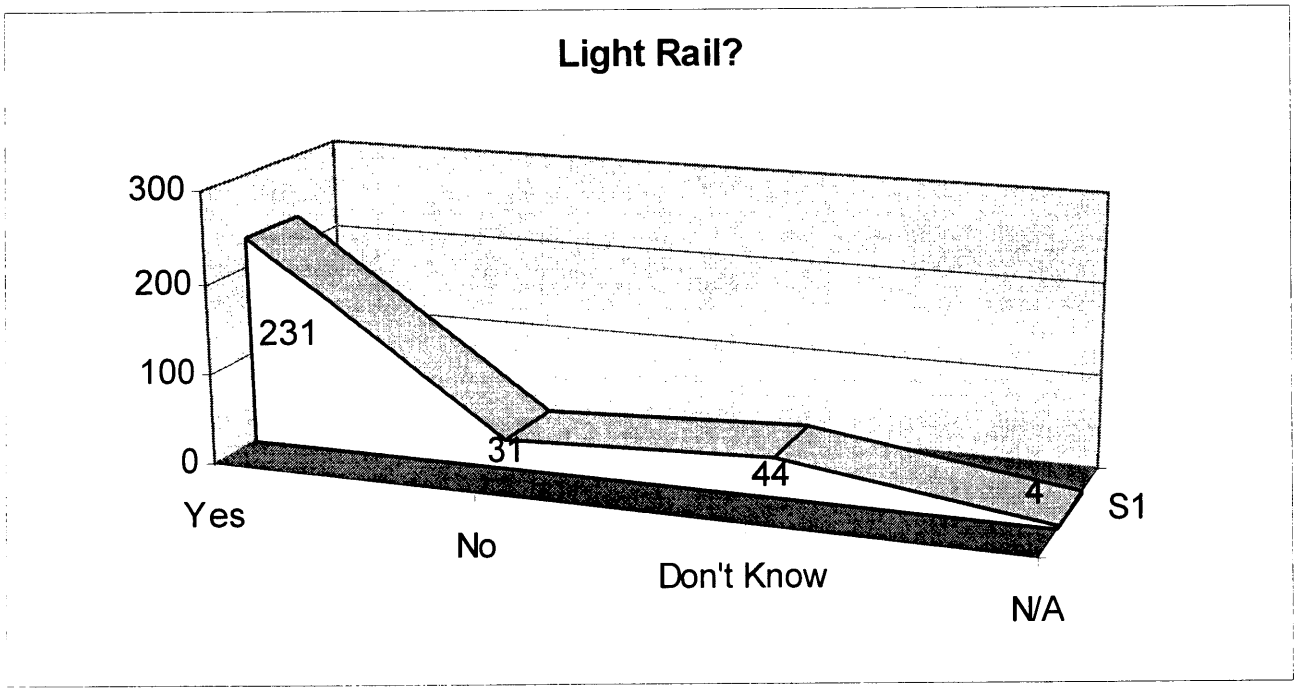
6. How would you often take transit service, if it were available in your area?

Daily = 73	Once a Week = 16	Twice a Week = 42	Not Take it = 66	Don't Know = 72	N/A = 41



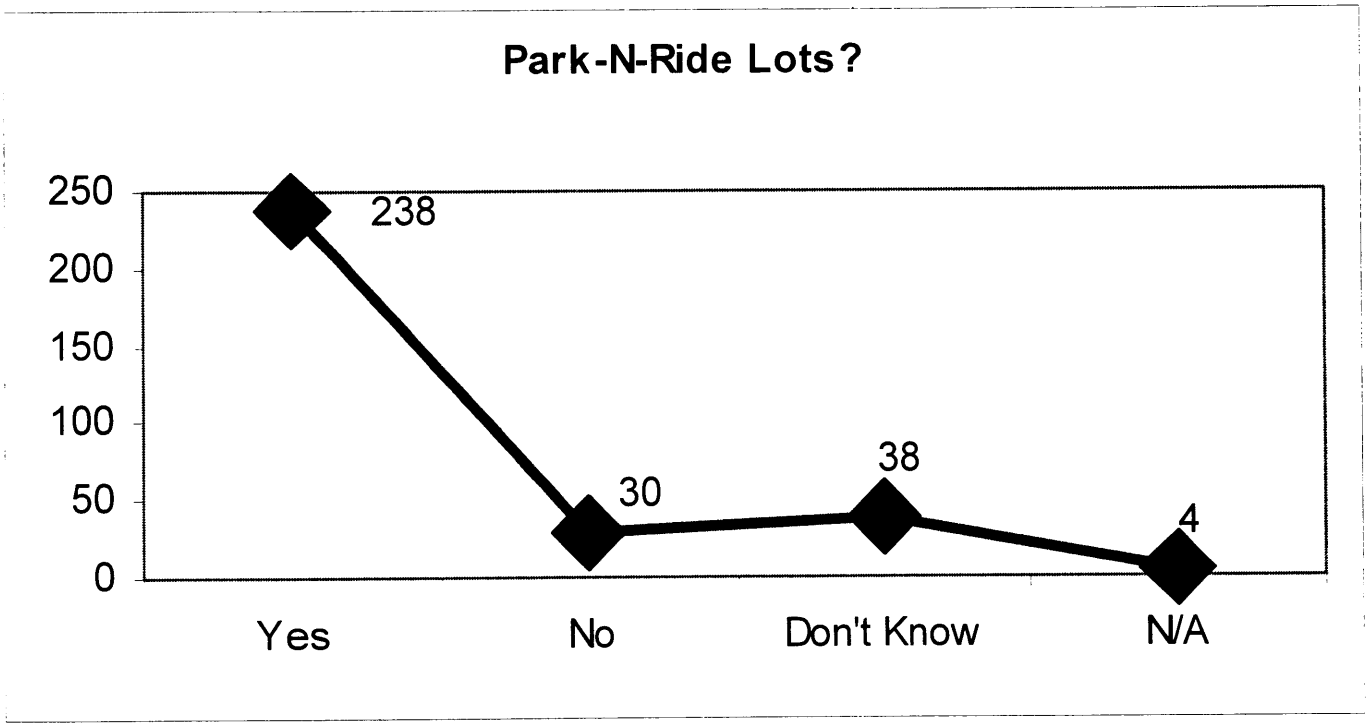
7. Do you favor Light Rail in this region?

Yes = 231	No = 31	I don't know = 44	N/A = 4



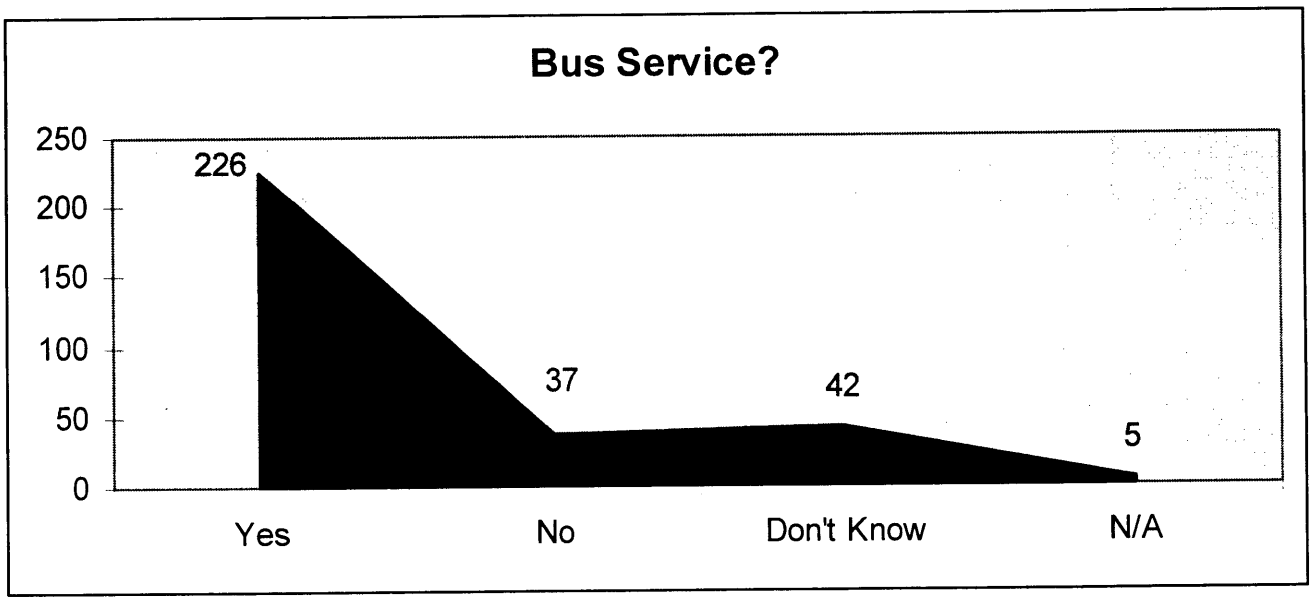
8. Do you favor Park-and-Ride Lots?

Yes = 238	No = 30	I don't know = 38	N/A = 4



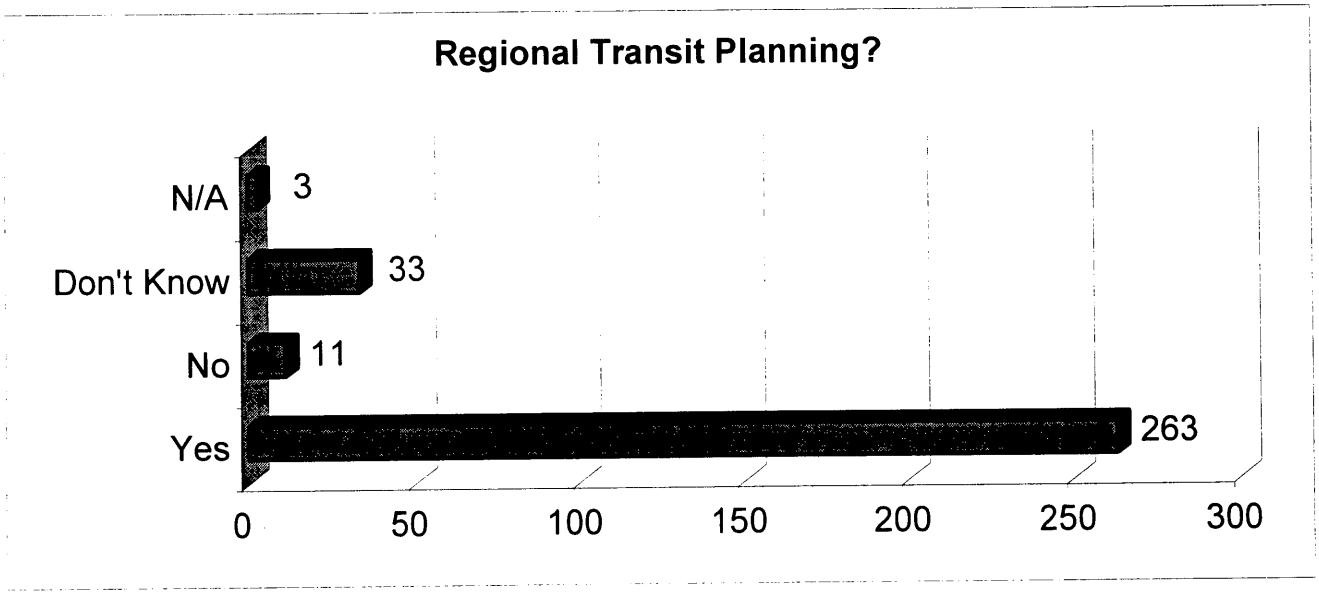
9. Do you favor Comprehensive Bus Service – Express and Local?

Yes = 226	No = 37	I don't know = 42	N/A = 5



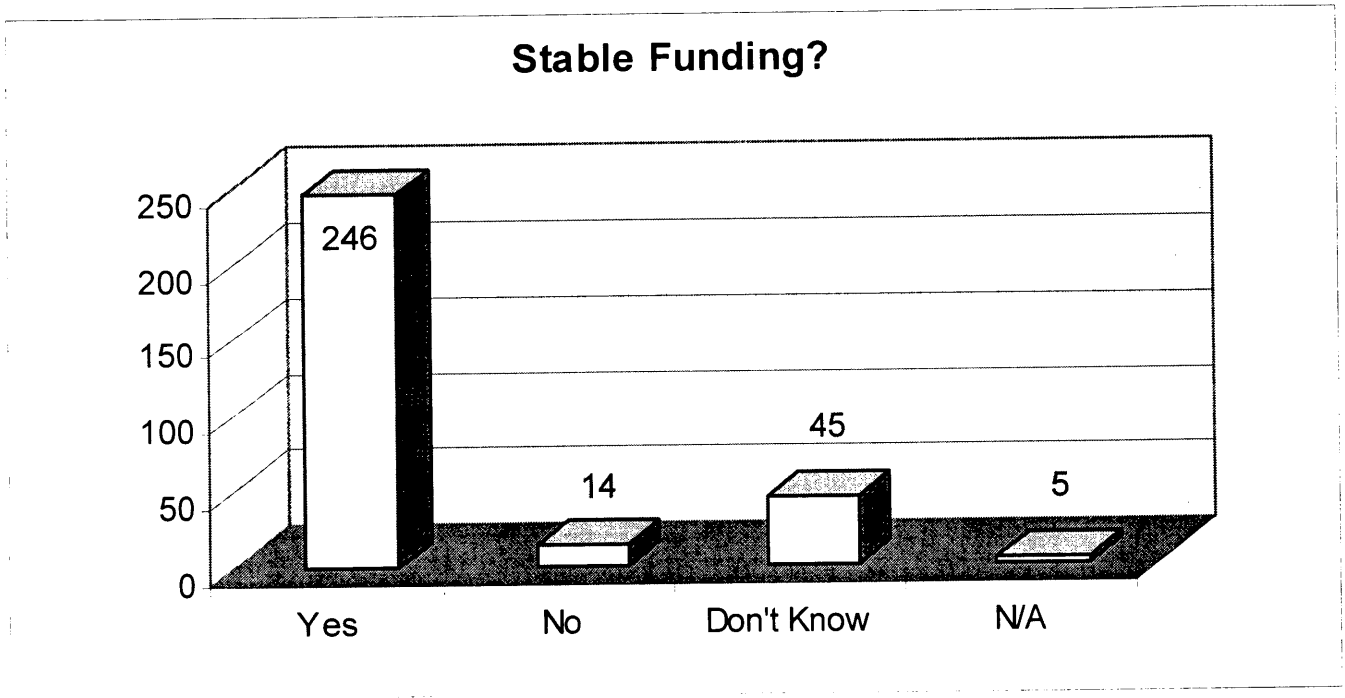
10. Do you favor Regional Transit Planning?

Yes = 263	No = 11	I don't know = 33	N/A = 3



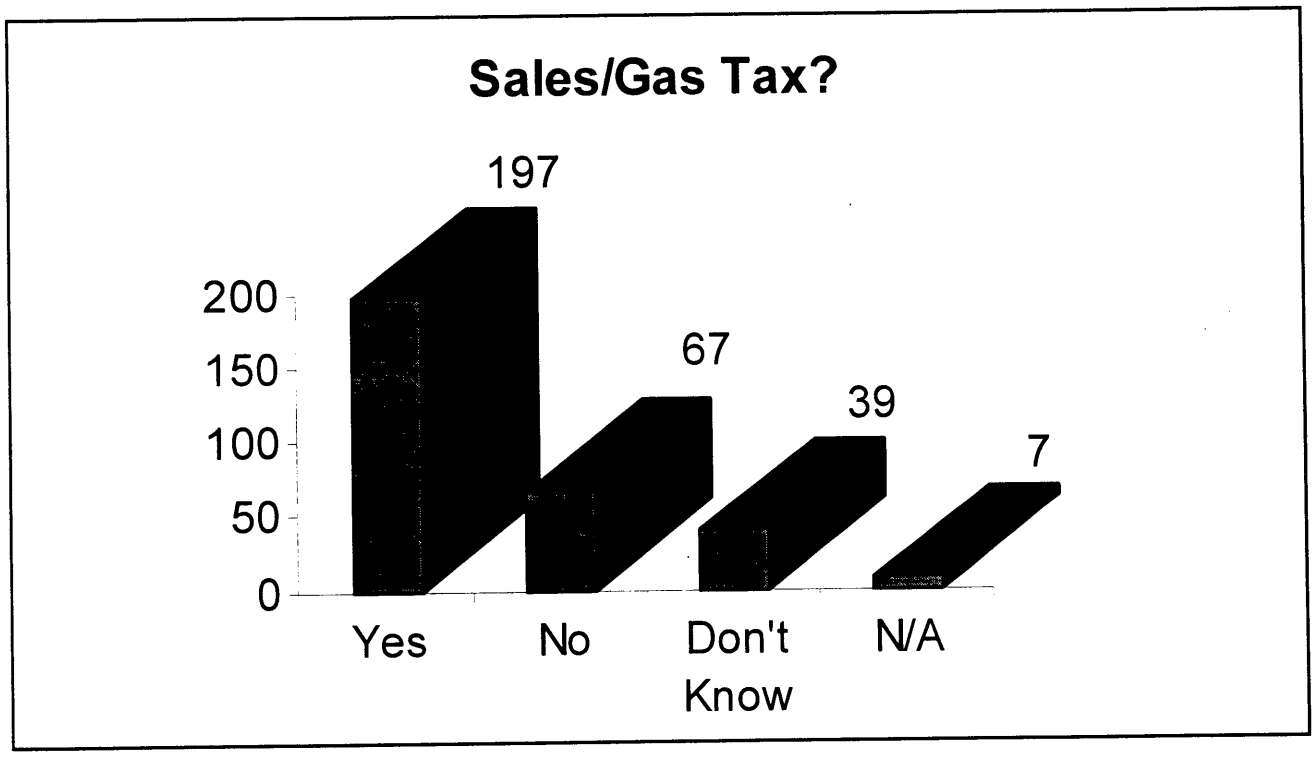
11. Do you favor a stable funding mechanism?

Yes = 246	No = 14	I don't know = 45	N/A = 5



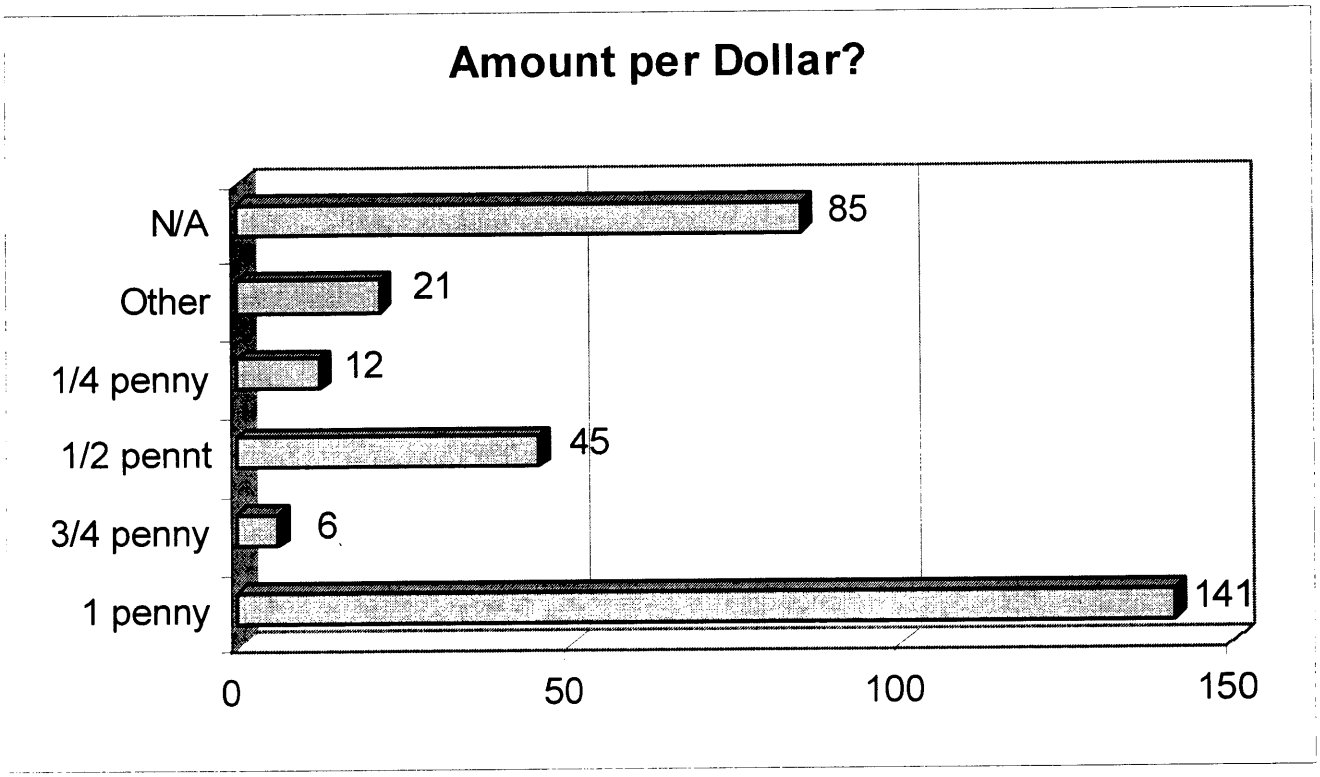
12. Are you in support of a regional sales or gas tax to help fund a regional transit system?

Yes = 197	No = 67	I don't know = 39	N/A = 7



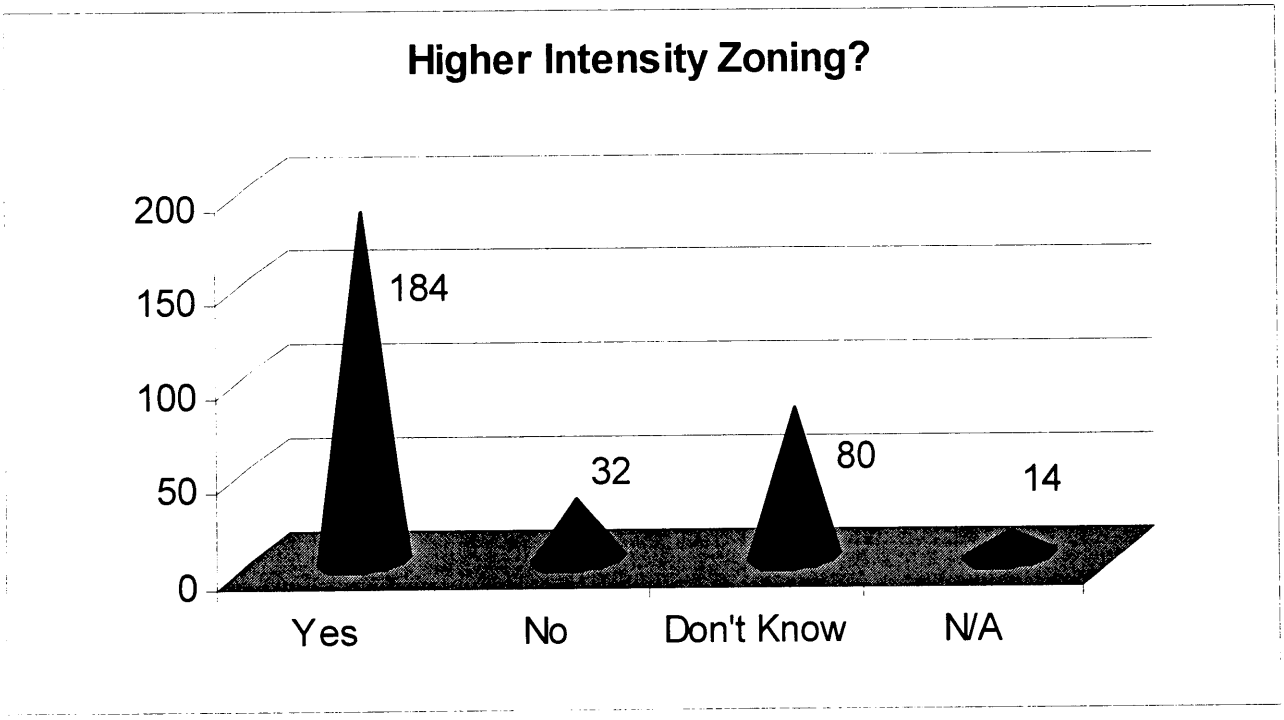
13. If yes, how much would you be willing to pay per dollar?

1 penny = 141	¾ of a penny = 6	½ of a penny = 45	¼ of a penny = 12	Other = 21	N/A = 85



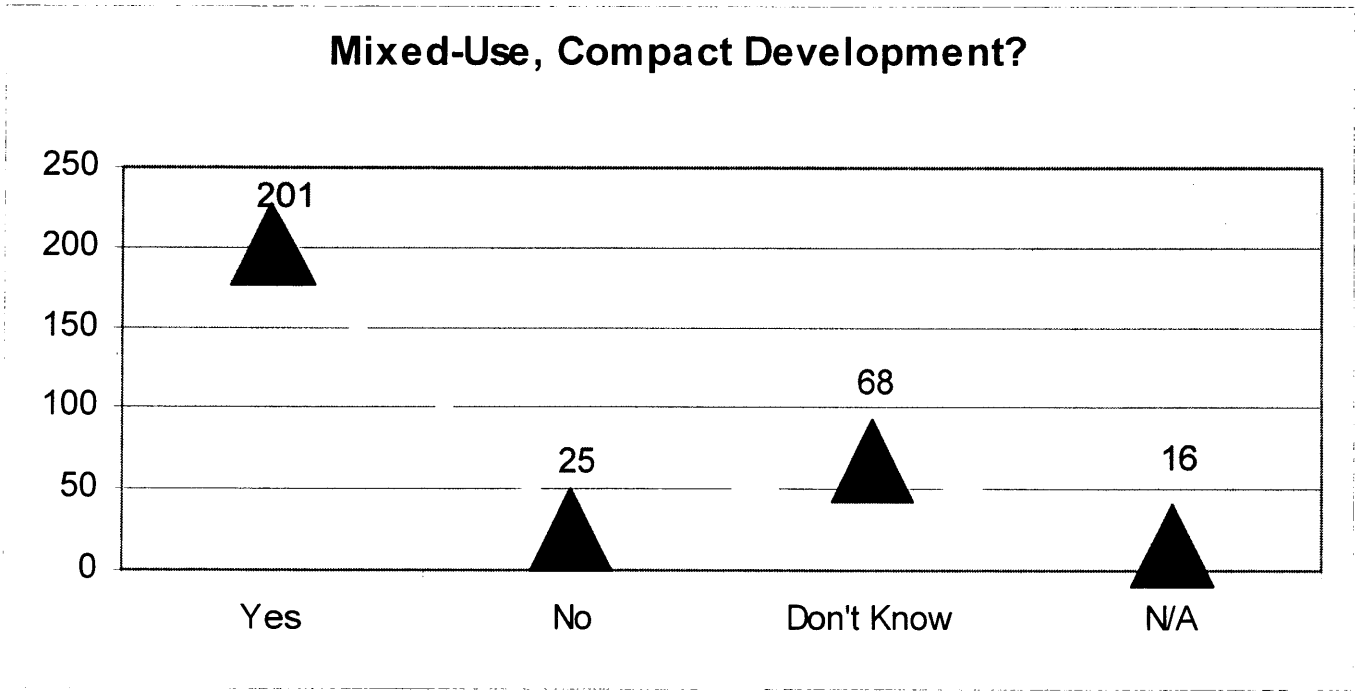
14. Do you favor higher intensity zoning along transit corridors in the region?

Yes = 184	No = 32	I don't know = 80	N/A = 14



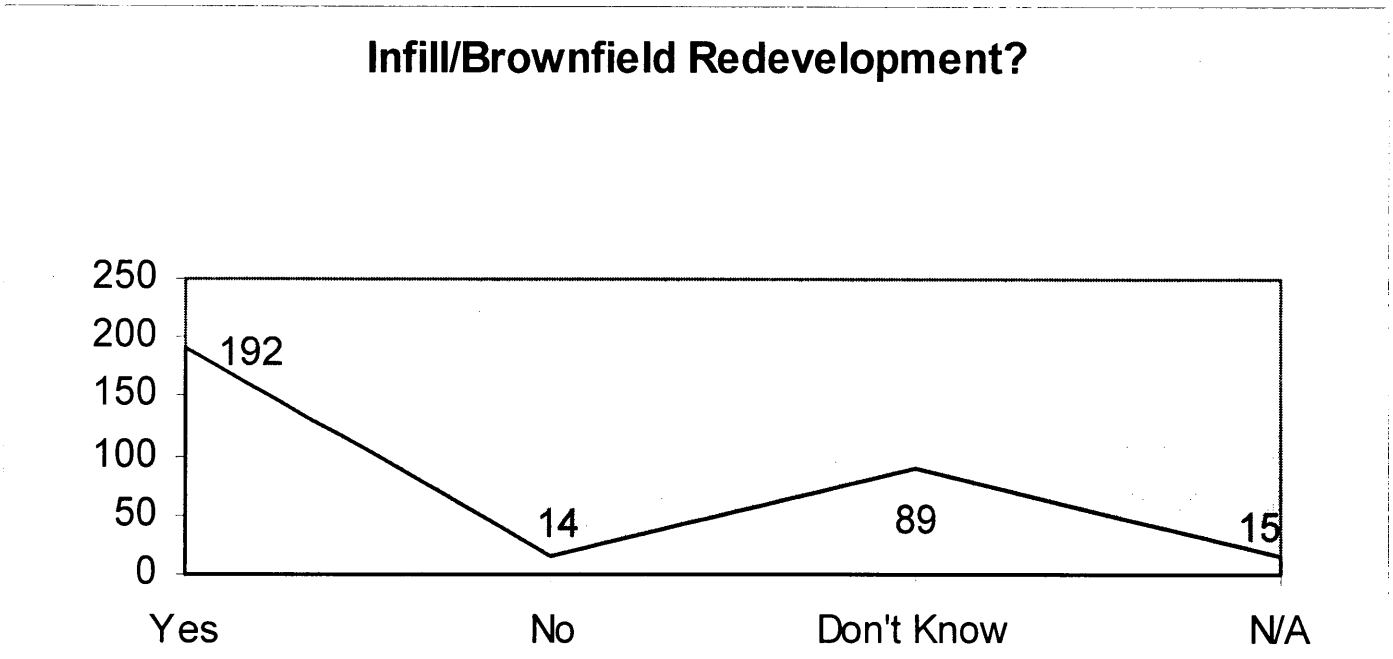
15. Do you favor Mixed-Use, compact development options in the region?

Yes = 201	No = 25	I don't know = 68	N/A = 16



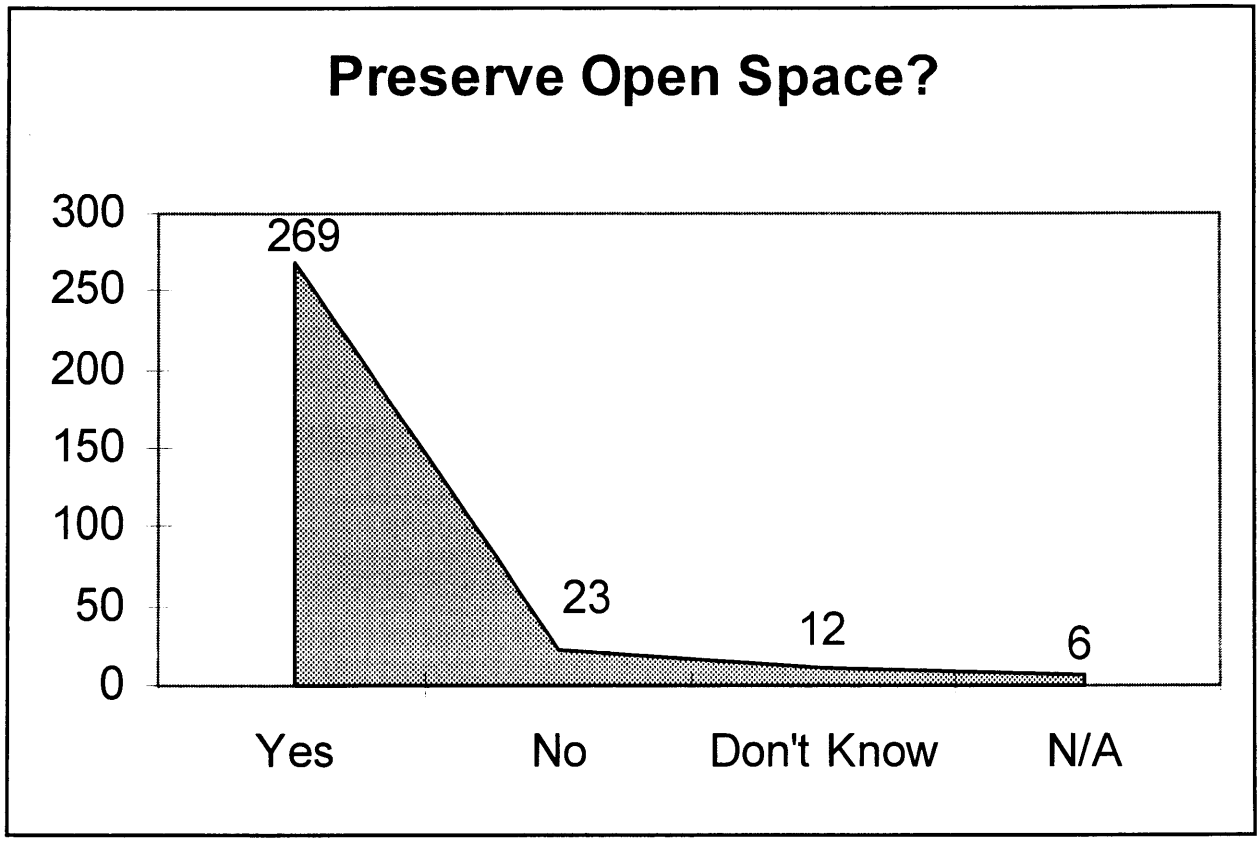
16. Do you think infill/brownfield development should be a regional focus?

Yes = 192	No = 14	I don't know = 89	N/A = 15



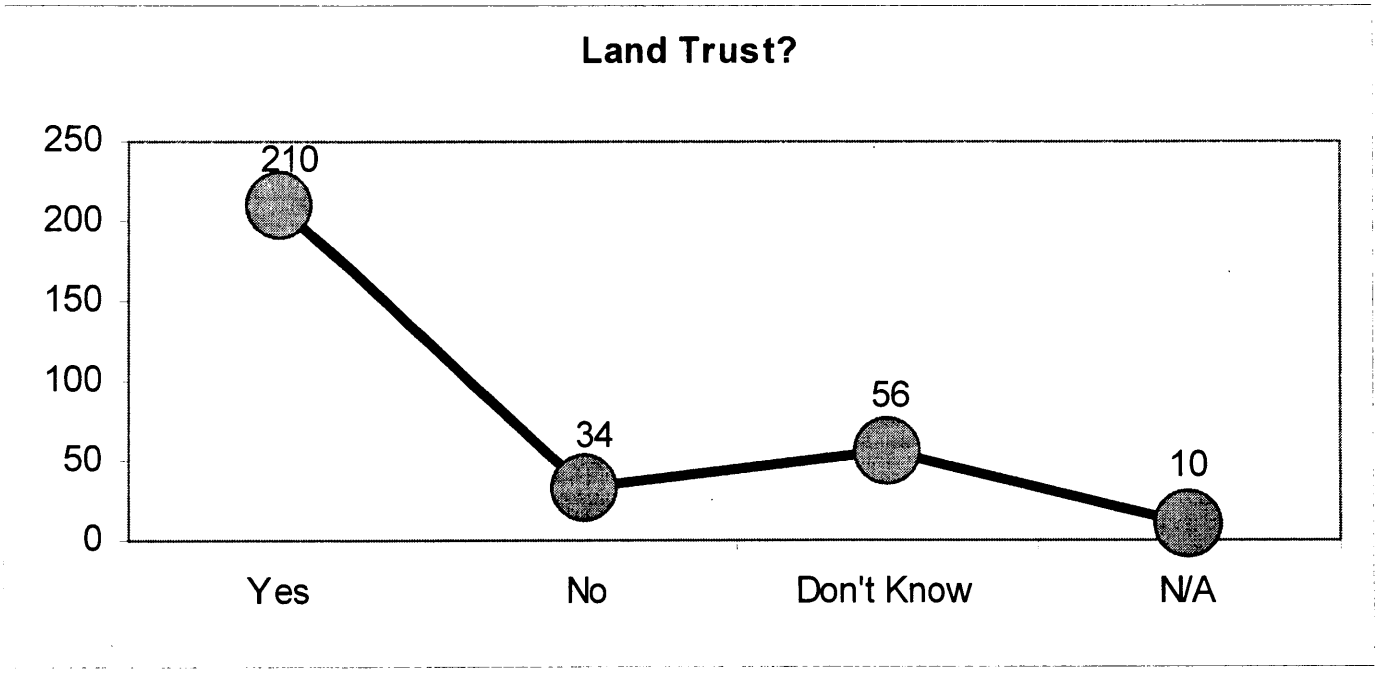
17. Do you favor preserving open spaces and farmland?

Yes = 269	No = 23	I don't know = 12	N/A = 6



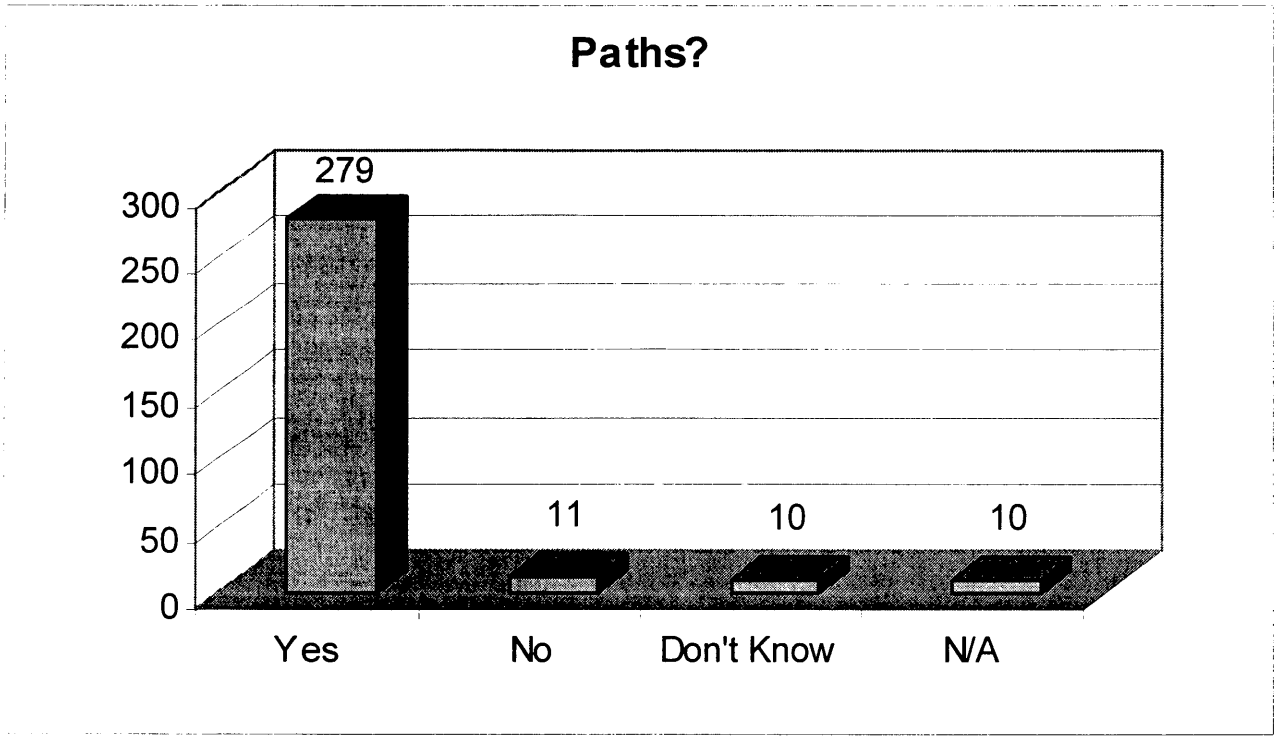
18. Do you support a Land Trust as an option to preserve open space/farmland?

Yes = 210	No = 34	I don't know = 56	N/A = 10



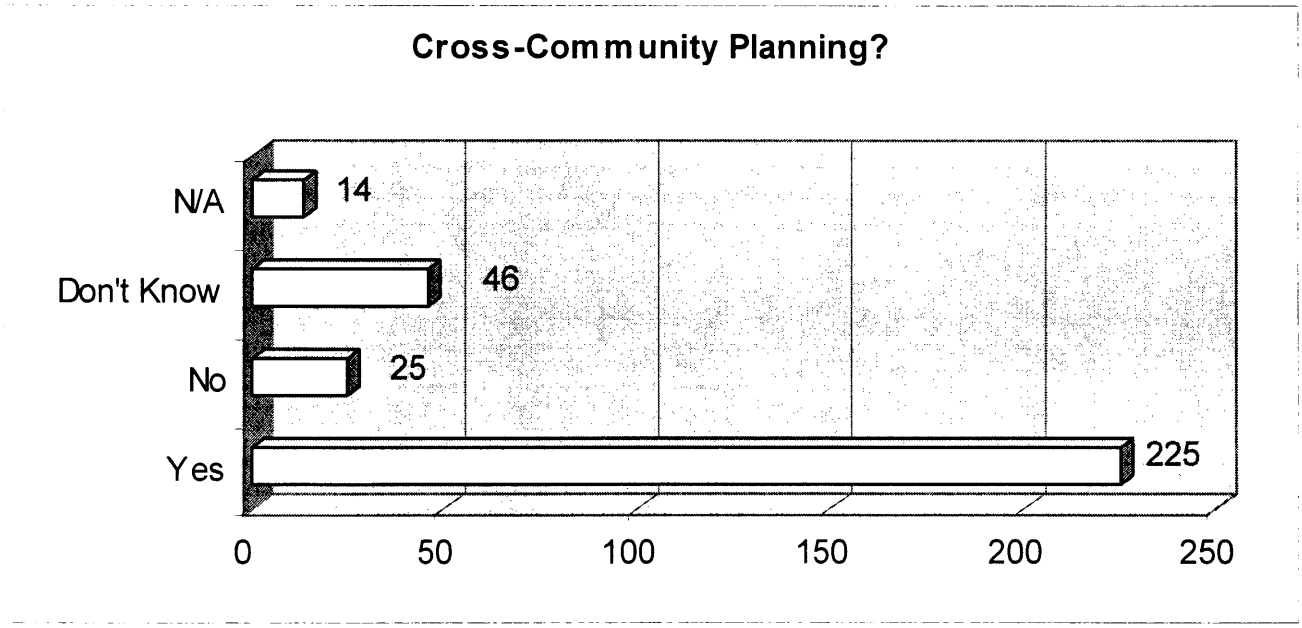
19. Do you favor paths, lanes, and sidewalk options?

Yes = 279	No = 11	I don't know = 10	N/A = 10



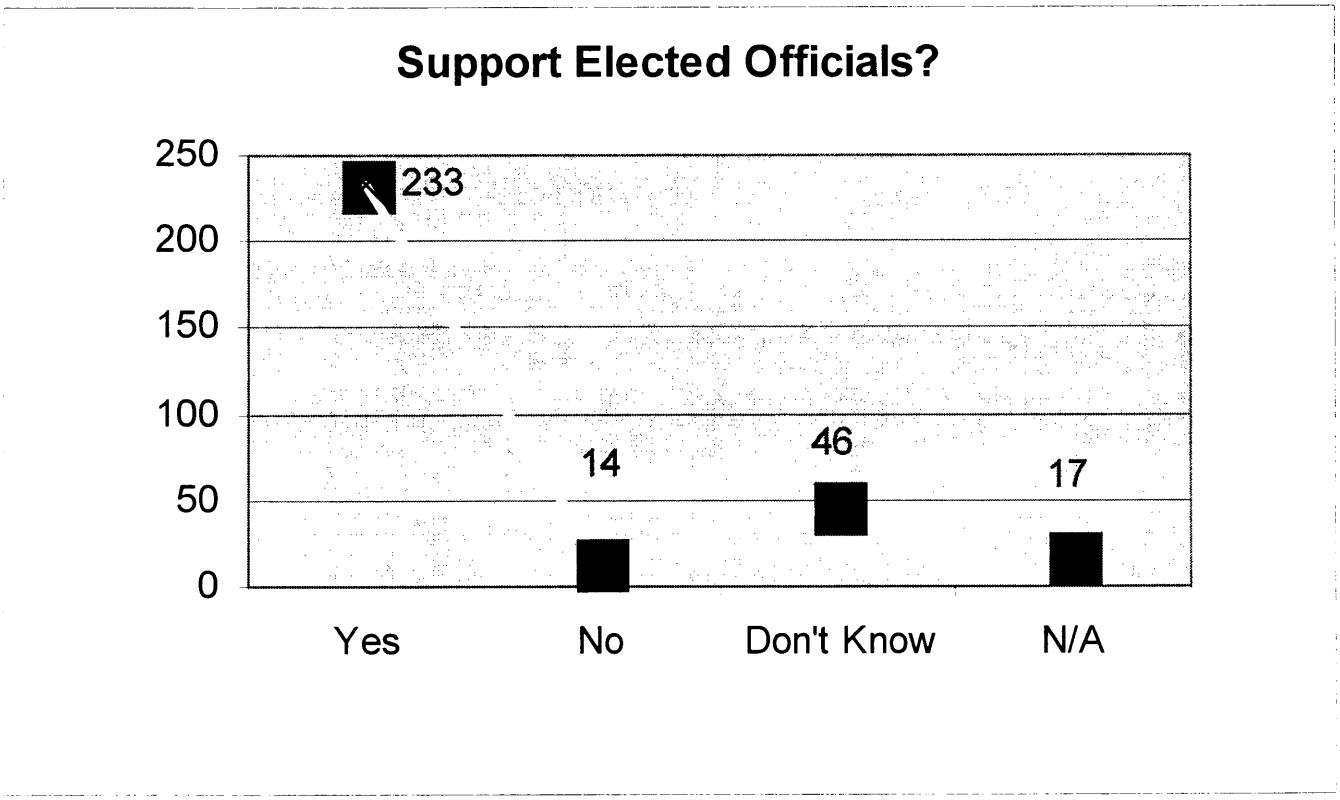
20. Do you favor cross-community planning with model zoning ordinances?

Yes = 225	No = 25	I don't know = 46	N/A = 14



21. Would you support an Elected Official who supported the principles outlined in the Vision Plan?

Yes = 233	No = 14	I don't know = 46	N/A = 17



Round One

The first public forums introduced the public to the issues of transportation and land use planning. In addition, the forums were utilized as a mechanisms for gathering citizen concerns for in each community. From these forums, seven common themes were developed and are listed below.

- Practical planning needs to be established.
- There is support for mass transit, especially as an economic tool; however, there is a concern that mass transit is thought of as a "social service."
- Mass transit will aid in the demand for workers in the suburban areas.
- Many issues and comments are consistent throughout the region.
- Land use has a direct influence on the growth of transportation.
- Public awareness is essential during this process.

Round Two

The second round of public forums provided a technical overview of current transportation and land use planning in Central Indiana. In addition, citizen perceptions and concerns related to these topics were explored. From this round, six common themes were developed:

- Mass transit was viewed positively overall.
- Mobility options for immediate solutions were discussed:
  - Carpooling was seen as the easiest solution for immediate results.
  - Bus service was viewed as needing substantial upgrades to become an effective solution.
- Congestion management was an overarching and immediate concern.
- Greenspace preservation (less concrete and saving farmland) was a high priority.
- Growth planning in the region was cited as a primary concern and challenge.
- The effect of sprawl on economic development was also a highlighted concern.

The surveys utilized in Round Three closely followed the formal survey separately conducted by the IU Public Opinion Laboratory. Refer to Appendix A of the Final report for a complete copy of the IU Public Opinion Laboratory.

Round Three

The third series gathered perception data from the participants on transportation and land use issues. During the forums, informal surveys of the participants were conducted. The survey questions are listed below.

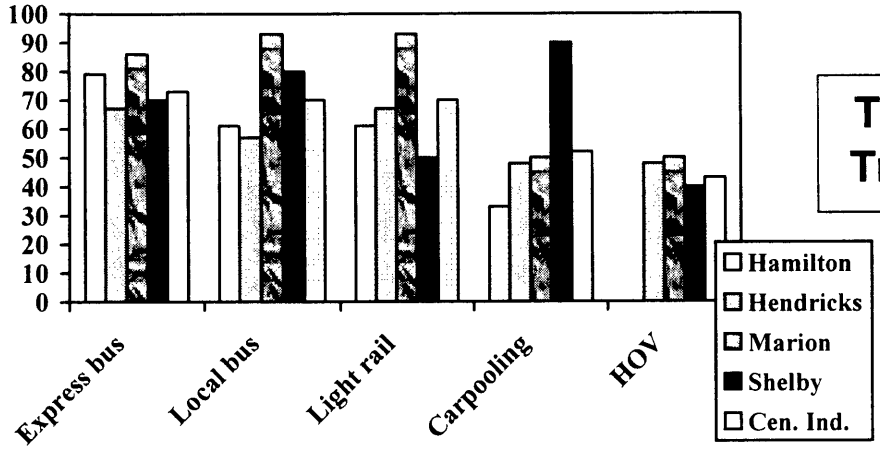
- What are the future mobility needs for the region and for our citizens?
- How would you define these needs?
- Can we agree upon how "mobile" we need to be?
- What would motivate citizens to be willing to use mass transit?
- What degree of "environmental soundness" makes sense?
- Whom would you say is responsible for resolving problems that may arise in your community?

Round Four

The fourth public forum reviewed the costs related to transportation and land use planning. Specific costs of current planning and policies, as well as the costs related to various types of mass transit, were reviewed in detail. A sampling of the results of this round of Forums are listed below. Refer to the Attachments section of this report for a full listing of the data.

Transportation

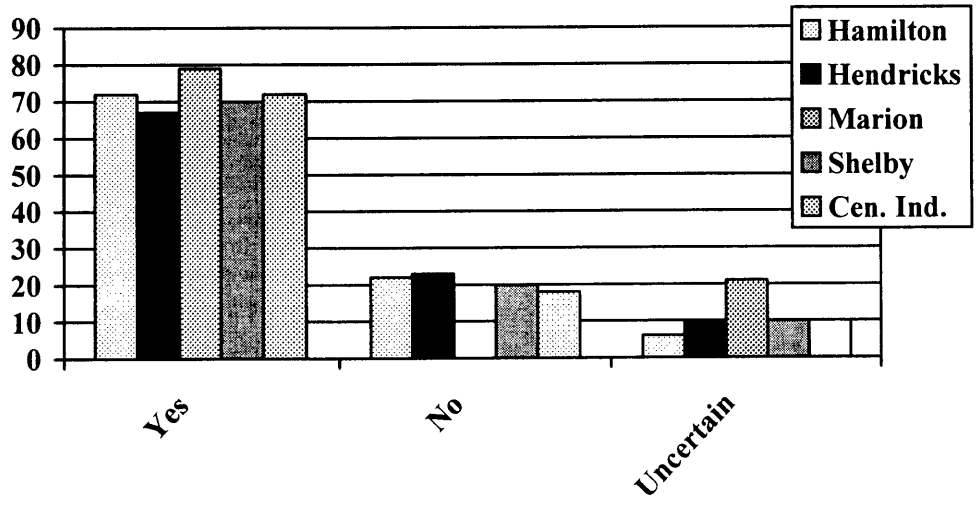
- Cooperative and coordinated transportation was unanimously agreed upon
- A combination of User Fees and Gas/Sales Tax were preferred funding methods
- Marketing/Education, along with a regional transit plan, were deemed the best solutions for improving the mass transit.



Top Alternative Transit Choices

Land Use

- Unlimited land development was not viewed favorably by most (85%).
- The preferred method of preserving open space was by purchasing the land.
- A regional comprehensive plan along with mixed-use development and infill/brownfield redevelopment were deemed as preferred strategies in preserving open space.



Preference for Closer Proximity to Amenities

Focus Groups
Focus Groups were conducted by a speakers bureau composed of CIRCL volunteers. Over thirty presentations were made to more than 300 citizens at community meetings across the Central Indiana region. These meetings included local service clubs, neighborhood associations, religious-based organizations, community groups, and business associations.

At these meetings, participants viewed a 10-minute video, which graphically illustrated the transportation and land use issues and concerns in the region. Following the video presentation, the attendees participated in a question and answer session, as well as small group discussions. The presentations were concluded with the attendees completing individual perception surveys. These surveys, mirroring the surveys utilized at the public forums, requested input on transportation, congestion, land use, and community leadership.

Statistical Survey[4]
To supplement the data being gathered through the public forums and the focus groups, CIRCL commissioned a statistical survey through the IU Public Opinion Laboratory. This telephone survey of more than 1,400 citizens also focused on the impact of development on the Central Indiana region. A sampling of the survey questions and responses listed are below.

- 71% of those interviewed report commuting, mostly all by private automobile.
- 92% of the interviewees rated Quality of Life as at least "good."
- 77% of those respondents were in favor of Light Rail
- 65% of the participants responded positively to "establishing coordinated planning and land use across Central Indiana."
- 70% of those interviewed believed they had "little, very little, or no influence in community decision making."

Phase Two – Preliminary Recommendations

Based on the public input gathered in Phase One and the Situation Analysis, the Steering Committee developed a set of preliminary recommendations. These recommendations contained a Seven-Point Vision with Eleven Supporting Strategies.[5]

To test the viability of these recommendations, the Steering Committee returned to the communities and citizens were the public input was gathered.

[4] Refer to Appendix A – IU Public Opinion Laboratory Survey in the Final Report
[5] Refer to Chapter One - Project History of the Final Report

This public awareness and education phase was an opportunity to further test the primary hypothesis and evidence gathered to date.

These recommendations were transformed into an interactive CD-ROM to graphically present an outline of the preliminary recommendations. The CD also included an opportunity for citizens to respond to an on-line survey, and it housed a complete record of the *Vision Plan* project including the 10-minute video. The CD was debuted at the ***Mobility 2020*** Conference, and more than 2,000 copies of the CD were distributed throughout the region by September 1999.

As a companion piece to the CD, a printed Executive Summary was published for those citizens without easy access to a computer. More than 4,000 copies of the Summary were distributed by September 1999. In addition, the Executive Summary was posted on the CIRCL web site[6], so that new visitors to the site could also submit responses.

Following the half-day ***Mobility 2020*** Conference, thirty public forums were conducted across the Central Indiana region. These forums focused on gathering the participants' responses to the preliminary recommendations of the *Vision Plan*. In addition to the Conference and public forums, the speakers bureau presented the preliminary recommendations to various civic and services clubs, neighborhood associations, religious-based groups, and business organizations.

The ***Mobility 2020*** Conference was host to more than 200 citizens from across the Central Indiana region.

April 20, 1999

The public awareness and education phase ran from March 1999 through October 1999. During this period, more than 300 responses were received. These qualitatively consistent responses affirmed the preliminary recommendations of the *Vision Plan*, and a partial listing of the results is listed below. For a complete listing of the survey results, refer to the Attachment section of this report.

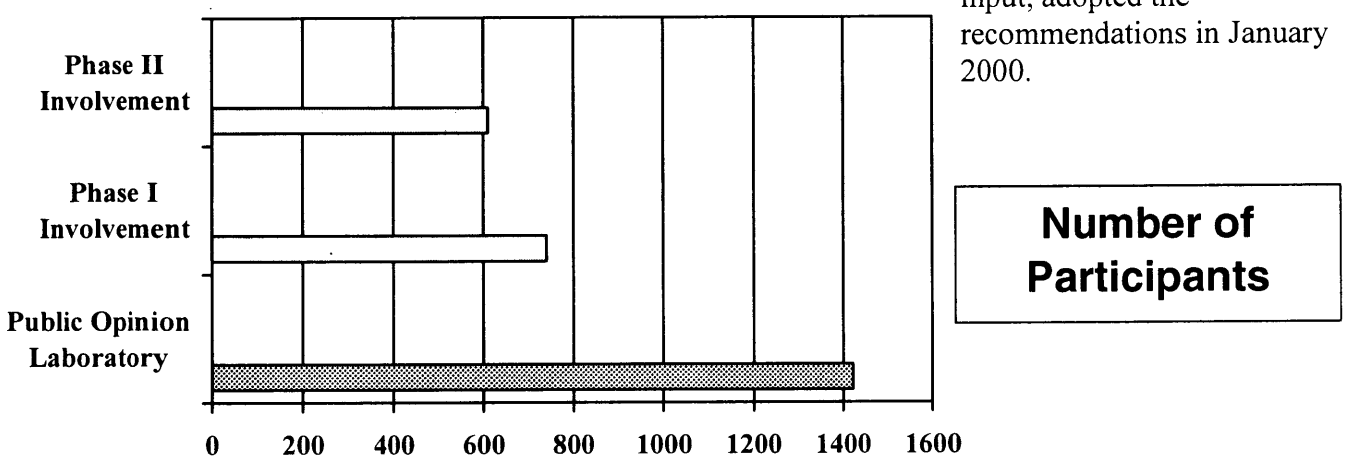
- 75% of the respondents favored light rail.
- 73% of the respondents favored comprehensive bus service – local and express.
- 85% of the respondents favored regional transit planning.
- 59% of the respondents favored higher intensity zoning along transit corridors.
- 87% of the respondents favored preserving open spaces and farmland.
- 73% of the respondents favored cross-community planning with model zoning ordinances.

[6] Refer to the CIRCL web site at www.circl.org

Phase Three – Affirming the Hypothesis

In November 1999, a comparison of the perception and empirical data concluded that the information gathered through the public involvement process was uniformly consistent. The data also evidenced overall favorability toward the preliminary recommendations established in March 1999.

Based on this data analysis, the Steering Committee affirmed the recommendations for final approval by the CIRCL Board of Directors in November 1999. The CIRCL Board of Directors, citing the variety of options for public involvement, as well as the diligent effort of the Steering Committee to follow the direction of the citizen input, adopted the recommendations in January 2000.



Methodology

To gain a broad base of citizen input, the public involvement process for the *Central Indiana Transportation and Land Use Vision Plan* was developed utilizing diverse mechanisms. These included public forums, focus groups, a speakers bureau, a video, a statistical survey, a CD-ROM, printed reports, and on-line surveys.

The statistical validity of the information gathered during the process varied based on the mechanism used. The public opinions received via the public forums, focus groups, and surveys (on-line and printed) have been categorized as *Perception Data.* The opinions gained through the statistical survey have been categorized as *Empirical Data.*

In addition to the various mechanisms, the public involvement process involved several phases. These phases focused on gathering public perceptions and aggregating opinions on specific recommendations. The public involvement process was driven by the citizen input received in each phase.

Phase One – Gathering the Information

Phase One of the public involvement process called for the utilization of three primary mechanisms: public forums, focus groups, and a statistical survey. Within these mechanisms, a speakers bureau and video were used as tools to broaden awareness and graphically present the Situation Analysis.

Public Forums
CIRCL volunteers conducted four rounds of public forums during Phase One. Each Forum had a specific focus in engaging citizen input. Through these forums, more than 400 citizens learned about transportation and land use practices in the region. In addition, these citizens expressed ideas and concerns about Central Indiana's mobility.

A synopsis of each round of forums follows. In addition, the Executive Summaries for each round are enclosed in the Attachments section of this report.